

REPORT  
OF THE  
NATIONAL COMMITTEE  
ON  
WOMEN'S EDUCATION

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areas like Manipur, Tripura, Kerala and, to a less extent, Madras, Bombay, and Punjab, co-education is more prevalent than in other States.

8. Before we make our definite recommendations on this delicate and difficult issue of co-education in the middle and the secondary stages, it might be useful to say a few words about its merits and demerits. The question of co-education has a two-fold aspect. There is the purely educational aspect where we have to consider co-education as it affects the development of the child's personality. Then we have also to take note of the practical considerations which concern not only the social attitudes, traditions and habits of the community as well as the possibility of effectively creating those conditions in and outside the school on which alone the success of a co-educational programme depends but also, the financial implications that it would obviously have. We have also to remember that the theoretical and the practical aspects of the question cannot be absolutely separated from each other as one touches the other at a number of points.

The aim of an educational programme is to produce an adjusted, balanced, integrated and developed human being. The adjustment, balance, integration and development aimed at has got to be both internal as well as external. The individual should be at peace with himself before he can be at peace with others. Thus the inner psychological adjustment of the individual and the adjustment between the individual and society are not two separate goals and processes but a single goal to be achieved through a single process.

To produce such an adjusted and integrated human personality, an important condition is that the child is not allowed to develop any tensions within itself. This means providing for it an environment both in and outside the school which would not or least produce any tensions in the child and at the same time developing, by way of safeguard, that psychological strength and confidence which would help it to face the tensions successfully whenever they rise without succumbing to them. The educational soundness or otherwise of a system of co-education has, therefore, to be judged on the ground whether co-education would provide any occasions for such tensions or not. *As this possibility of co-education creating occasions for tensions is closely connected with the age, psychological and physical maturity, and school, home and community environment of the child, there can be no one universal answer, for or against the desirability or otherwise of co-education for all stages of education and all kinds of social environment.* In the words of the Secondary Education Commission "there can be no hard and fast rule with regard to co-education and the pattern of co-education in schools cannot be very much in advance of the social pattern of the country or the community where the school is located".

When we examine the problem of co-education at the middle and the secondary stage in the light of what has been said above, we have to admit that as the child attains the age of adolescence in which it lacks the relatively greater maturity of youth, the possibility for psychological tensions and complexes and moral lapses in a system of co-education becomes greater. When climatic conditions, social customs and environment are such as result in earlier and greater sex consciousness, as is the case in our country owing to the tropical climate and social customs like early marriage, the chances are more for co-education to be harmful. As they grow in age the needs and requirements—physical, intellectual, emotional, social



9. The committee have given full thought and mature consideration to all arguments mentioned above, both for and against co-education. Our conclusion is that at the middle stage more and more co-educational institutions may be started subject to the condition that adequate attention is paid to meet the special needs and requirements of the girls. For the secondary stage, however, we recommend the establishment of separate girls' schools especially in rural areas, at the same time leaving parents full freedom to admit their girls to boys' schools if they so desire. This recommendation of ours is also supported by the experience of some other countries like U.K., Germany and Russia. The main reasons for our recommendation above regarding co-education at the secondary stage are two: one, the state of public opinion in the country, and two, the realisation of the fact that after everything is said and done the moral risk involved in a co-educational school cannot be altogether ruled out and there are certain genuine difficulties and valid apprehensions which parents, guardians and even educationists feel in India. Though, for these reasons we have not recommended co-education at the secondary stage, yet we are definitely of the opinion that all possible efforts should be made to remove the genuine difficulties and valid apprehensions that exist today in regard to co-education. One way to do this is to take special care to recruit the right type of head as well as staff for co-educational schools. This would be of very great help in encouraging right attitudes and the right type of social behaviour of students of one sex towards another and also in maintaining a general healthy environment in the institution. When there are persons of intelligence, tact, integrity, character and imagination on the staff of an educational institution they do succeed in installing a sense of confidence in the parents who should also be given the opportunity of paying periodical visits to schools and to know directly about the work and the atmosphere there.

(i) *Women teachers and women heads in co-educational schools.*—It has been represented to the members of the Committee time and again that *appointment of women teachers and if possible even heads in co-educational institutions would instil great confidence in the parents and thus be a real help in increasing the enrolment of girls, in such institutions. We fully support this view.*

(ii) *Separate shifts for Boys and Girls.*—Where co-education is not acceptable another alternative is to start separate shifts for boys and girls in the same school buildings avoiding at the same time duplication of expenditure on buildings and equipment.

10. *Factors retarding Progress of Girls' Education in the Middle and the Secondary Stages*—We shall now discuss the factors that obstruct the progress of middle and secondary education among girls:—

(i) *Inadequate or lack of appreciation of the needs of girls' education.*—We find that there is not the same appreciation of the need of girls' education in these stages as there is about boy's education on the part of the community and the parents. The appreciation grows less and less as we advance up the educational ladder. We should also remember that it is not only the general conservatism of the people which is behind this absence of adequate appreciation of girls' education but also other factors. For example, there exists the feeling, much stronger than it is regarding primary education, and not absolutely unjustifiable, that the education given to girls is not of much practical utility in their after life, as it does not make them either good home makers or good mothers, and that it creates expensive habits amongst girls belonging to low-income groups of society. The fact that parents do not set store by girls' education is another reason affecting their inadequate or lack of appreciation of the need of girls' education in these stages. Illiteracy of parents, preference given to the education of sons as compared to that of daughters are other reasons that deserve mention in this context.

(ii) *'The social and economic conditions and the thought pattern of the people.*—The social and economic conditions of the people and their thought pattern also stand in the way of the progress of girls' education. Early marriage, the dowry system which makes investment in girls' education difficult, the *pardah* system, unwillingness to send out girls after a certain age and unwillingness to send them to mixed schools, lack of women teachers on the staff of co-educational institutions, unhealthy environment and atmosphere in schools, need for domestic help, including occupational work on the fields or in the homes, of the girls, absence of free education and inability to bear the expenses of education due to low incomes of the parents are the various factors that are covered by the broad category of "social and economic conditions of the people and their thought pattern".

(iii) *Inadequacy or lack of schooling facilities.*—There is also a third category of factors which hinders the education of girls in the middle and the secondary stages. It is concerned with the inadequate or lack of schooling facilities, either because there are no schools of the required standard or because they are situated at an inconvenient distance. Poor buildings and equipment, unhygienic conditions and unsuitable school timings and holidays and vacations, all these factors also come into this category.

(iv) To add to this, as rightly pointed out in the Estimates Committee Report (Ninth) 1957-58, paragraph 151-53, "There is no special Central scheme for promoting girls' education at the secondary stage except the States' schemes of training women teachers, women librarians and women craft teachers, for which assistance is given by the Centre".

11. Recommendations to promote Girls' Education at the Middle and the Secondary Stages—Having outlined the various obstacles in the way of girls' education at the middle and the secondary stages, the next point to be considered is how to overcome these obstacles and promote the education of girls in the two stages with which we are here concerned. In the chapter on primary education we have discussed at some length various measures to be adopted to promote girls' education at that stage. There we divided these measures into General as applicable to both boys and girls and Special as applicable to girls only. This classification was called for because at the primary stage co-education institutions are to be the general rule and therefore some of the measures which had to be suggested were bound to benefit both boys and girls. But at the middle and even more so at the secondary stage co-education is not recommended as the general rule, though for the middle stage we have recommended that more and more co-educational institutions should be started. Therefore regarding these two stages most of our recommendations would be special. However, our recommendations relating to (i) improvement of schooling (ii) encouragement of voluntary effort (iii) provision of part-time education and (iv) establishment of night schools, in so far as all these relate to co-educational institutions and our recommendation regarding (v) education of Public opinion would fall in the category of general recommendations. Having made this classification we do not give our recommendations under the separate heads—General and Special. But as in the chapter on Primary Education we might, according to their nature classify them into the following broad categories: (i) Free Education (ii) School facilities (iii) Certain inducements (iv) Enforcing compulsion and (v) Educating public opinion. Among the measures enumerated above No. (iv) relating to enforcement of compulsion is not relevant to our present discussion. As for the rest we propose to consider them in the following paragraphs:—

(i) *Free Education.*—So far as free education is concerned our specific recommendations are:—*All Girls (and we think all boys also) belonging to parents earning an income below a prescribed level should get completely free education up to the middle stage. The income level to be prescribed for the purpose will have to vary from place to place and naturally, therefore, its determination will have to be left to the judgment of the State Governments and local Authorities. In the secondary stage though we do not recommend free education but in so far as girls are concerned liberal exemptions, full and partial, from tuition and other fees should be granted. We have in our minds a justification for this distinction between boys and girls which in no way can be called invidious. The fact that parents do not set store by girls' education, that they have to spend on the dowry to be given to daughters at the time of their marriages, the little or utter lack of appreciation of the need of girls' education, the social and economic conditions of the people and their thought pattern and the inadequate or lack of school facilities, in short all those factors that act as obstacles to the pro-*

gress of girls' education have a very pronounced effect on the education of girls at the middle stage and even more so at the secondary stage. Therefore it is only in the interest of social and individual need as well as justice that girls should get some special consideration.

(ii) *School facilities—Separate girls' schools at the secondary level.*—In the section dealing with co-education we have recommended that at the middle stage more and more co-educational schools should be started subject to the condition that adequate attention is paid to meet the special needs and requirements of the girls. *For the secondary stage we have recommended that exclusively girls' schools should be started particularly in rural and sub-urban areas in as large number as possible leaving the parents, however, full freedom to admit their daughters to boys' schools if they so desire.*

(iii) *School facilities—Hostels for girls' schools.*—As secondary as well as middle schools for girls are not going to be established in each and every place where girls of the requisite standard are forthcoming it is very important and deserving special attention that *provision for suitable hostel facilities is made with as many schools as possible. The board and lodging arrangements in these hostels should be quite cheap, facilities for payment in kind should be given and free and half free board and lodging should be made available to poor and deserving cases. Non-matching building grants should also be given for construction of hostel buildings.*

(iv) *School facilities—Transport.*—The committee realises that with the best of efforts it would not be possible to attach a hostel to every secondary school. It is also a fact that secondary schools would have to cater for areas which would not be within the easy reach of the students. Therefore, *we recommend that as far as possible these schools should be brought within convenient distances by the provision of free or subsidised transport to the students.*

(v) *School facilities—Amenities for girls in co-educational schools.*—We have already referred to the need of having a flexible and varied educational programme with necessary provision for subject and co-curricular activities, games and sports especially suited to the aptitudes of girls in co-educational schools. It has been often noticed that in our co-educational institutions, the development of girls does not get all the attention that is due to it. Girls in such institutions owing to their natural hesitation, are at times obliged to take a back seat and their full powers and potentialities are not given enough scope, resulting in lack of initiative and readiness to accept responsibility, and in all sorts of inhibitions. It is, therefore, recommended that *special facilities in all these respects be provided to girls in co-educational schools to as full an extent as possible.*

(vi) *Other measures.*—Here we shall merely refer to two such measures as need no comments in addition to what has been already said in the chapter on primary education. These measures relate to (a) improvement of schooling and (b) encouragement of voluntary effort in expanding facilities for middle and secondary education.

(vii) *Certain inducements—concessions.*—In this connection we recommend that *up to the middle stage all rural and urban girls of parents below a certain income level should get help in cash or kind to cover the following items (a) Books, stationery and other necessary educational equipment,*

years. Investigations carried out in some parts of the country, however, show that permanent literacy is attained if a child has spent a little more than three years at school. On this basis, *a child who has entered the school but has been withdrawn before spending some time in class IV is considered to be a case of wastage*. Some educationists, however, do not agree with this view and think that a minimum schooling period of five years is absolutely essential to attain permanent literacy. We are inclined to agree with this latter point of view but do not propose to enter into this controversy which does not solely relate to the education of women. We have, therefore, assumed, for purposes of the discussion in this Chapter that the *junior stage of primary education should consist of five years and that every child who has been withdrawn from school before completing this stage (i.e. before completing class V) should be considered to be a case of 'wastage'*.

5. Measurement of Wastage—Wastage is usually measured by comparing the total enrolment in class I in a given year to that in class V five years later because it is assumed, in theory, that every pupil enrolled in class I in a given year should be in class V five years later. The extent to which the enrolment in class V falls short of that in class I five years earlier, is thus regarded as the measure of wastage. For example, the total enrolment in class I of the primary schools in Assam in 1951-52 was 2,78,111 and that in class V in 1955-56 was 72,501 or only 26.1 per cent of that in class I in 1951-52. The wastage in this case, therefore, is considered to be 73.9 per cent.

From the strictly statistical point of view, this method is not quite accurate. It is, for example, wrong to consider the following cases a 'wastage' in the sense of "pre-mature withdrawal of children from schools":—

- (a) Children who received a double promotion so that they were in class VI in 1955-56;
- (b) Children who failed one year and who were, therefore, in class IV in 1955-56 but who, all the same, did complete the entire course of class V, although a little later. This would also be true of all children who failed for more than one year but did complete class V all the same;
- (c) Children who died; and
- (d) Children who migrated to other areas.

If the word "wastage" is used in the general sense of "waste" from any cause whatsoever, the cases given above under (a), (b) and (c) need not be excluded. But it would neither be desirable nor correct to use the expression "wastage" in this broader sense. It is not even correct to argue that the percentage of cases of the type we have described above is very small and that it need not be taken into consideration when adopting the rough and ready method of calculating wastage by comparing the enrolment in class I in a given year with that in class V five years later. The percentage of such cases, particularly of those due to stagnation, is very large and this method really shows, not the results of wastage alone but the combined effect of wastage and stagnation. The only scientific method of calculating the extent of wastage is to determine the number of children who were actually withdrawn from schools before completing the prescribed standard. Wherever this method was adopted, it has been

discovered that the extent of wastage is not really so high as it appears to be when the enrolment in class I is compared to that in class V five years later. *We strongly feel that a scientific study of this problem on an all India basis is needed, and recommend that the Ministry of Education should undertake and carry out special studies in the problem of wastage in a few selected areas in all parts of the country.* The result of such investigation would be extremely valuable and would throw light not only on the exact extent of wastage but also upon the more important consideration of the causes of wastage and would enable us to deal more effectively with the problem than has been possible in the past.

6. **Extent of Wastage in Primary Education.**—In the meanwhile there is no alternative but to accept the traditional method as the basis of our discussions. The following table shows the wastage at the primary stage, arranged according to the States and Territories as they were prior to the re-organisation. This has been done because the comparable statistics for the areas of the re-organised States are not available.

TABLE NO. VII (D)  
Wastege in Primary Education  
1951-52 to 1955-56

State	Enrolment of Class I (1951-52)				Enrolment of Class V (1955-56)				Waste- age % of Boys	% of Col. 5 to 2	Waste- age % of Girls	% of Col. 6 to 3	% of Col. 7 to 4	Waste- age of All Persons
	Boys	Girls	Total		Boys	Girls	Total							
I	2	3	4		5	6	7	8	9	10	11	12	13	
Assam	1,78,558	99,553	2,78,111		51,207	21,294	72,501	28.7	71.3	21.4	78.6	26.1		73.9
Bihar	3,57,255	79,499	4,36,754		1,46,676	14,884	1,61,560	41.1	58.9	18.7	81.3	37.0		63.0
Bombay	6,20,195	4,75,364	10,95,559		2,24,969	78,670	3,03,639	36.3	63.7	16.5	83.5	27.7		72.3
Madhya Pradesh	2,28,939	68,632	2,97,571		74,104	14,806	88,910	32.4	67.6	21.6	78.4	29.9		70.1
Madras	7,80,946	5,31,603	13,12,549		3,63,171	1,82,145	5,45,316	46.5	53.5	34.3	65.7	41.5		58.5
Orissa	1,39,582	45,899	1,85,481		34,818	5,180	39,998	24.9	75.1	11.3	88.7	21.6		78.4
Punjab	1,55,989	67,293	2,23,282		1,04,074	25,581	1,29,655	66.7	33.3	38.0	62.0	58.1		41.9
Uttar Pradesh	8,81,422	1,94,457	10,75,879		2,72,403	42,069	3,14,472	30.9	69.1	21.6	78.4	29.2		70.8
West Bengal	5,37,733	2,28,966	7,66,699		1,38,993	34,836	1,73,829	25.8	74.2	15.2	84.8	22.7		77.3
Hyderabad	1,84,638	61,085	2,45,723		74,339	16,226	90,565	40.3	59.7	26.6	73.4	36.9		63.1
Madhya Bharat	99,172	17,528	1,16,700		34,773	5,412	40,185	35.1	64.9	30.9	69.1	34.4		65.6
Mysore	1,69,225	1,01,769	2,70,994		43,149	17,806	60,955	29.5	74.5	17.5	82.5	22.5		77.5
Pepsu	25,491	8,162	33,653		24,246	5,337	29,583	95.1	4.9	65.4	34.6	87.9		12.1
Rajasthan	89,306	17,764	1,07,070		40,750	6,645	47,395	12.6	87.4	22.1	77.9	44.3		55.7

Saurashtra . . .	56,983	21,632	78,615	24,852	7,782	32,634	43.6	56.4	36.0	64.0	41.5	58.5
Travancore-Cochin .	1,81,974	1,68,499	3,50,473	1,00,468	80,786	1,81,254	55.2	44.8	47.9	52.1	51.7	48.3
Ajmer . . .	11,675	4,742	16,417	4,750	1,477	6,227	40.7	59.3	31.1	68.9	37.9	52.1
A. & N. Islands . .	282	137	419	141	50.	191	50.0	50.0	36.5	63.5	45.6	54.4
Bhopal . . .	6,058	1,597	7,655	2,582	431	3,013	42.6	57.4	27.0	73.0	39.4	60.6
Coorg . . .	2,449	2,092	4,541	2,021	1,325	3,346	82.5	17.5	63.3	36.7	73.7	26.3
Delhi . . .	23,038	14,710	37,748	16,870	10,832	27,702	73.2	26.8	73.6	26.4	73.4	26.6
Himachal Pradesh .	11,426	1,498	12,924	5,901	883	6,784	51.6	48.4	58.9	41.1	52.5	47.5
Kutch . . .	4,390	1,665	6,055	2,457	992	3,449	56.0	44.0	59.6	40.4	57.0	43.0
Manipur . . .	14,359	4,077	18,436	3,391	933	4,324	23.6	76.4	22.9	77.1	23.5	76.5
Tripura . . .	6,342	1,022	7,364	3,163	748	3,911	49.9	50.1	73.2	26.8	53.1	46.9
Vindhya Pradesh†]	36,628	3,901	40,529	12,204	921	13,125	33.3	66.7	23.6	76.4	32.4	67.6
India . . .	48,04,055	22,23,146	70,27,201	18,06,472	5,78,051	23,84,523	37.6	62.4	26.0	74.0	33.9	66.1

† Includes figures for Andhra Pradesh also.



Taking India as a whole, the total enrolment in class I of primary schools was 70,27,201 in 1951-52. This dropped to 23,84,523 in 1955-56 which gives the percentage of 33·9. The extent of wastage at the primary stage comes, therefore, to 66·1 per cent on an all-India basis and for boys and girls taken together. If the figures for boys are to be considered separately, it is found that their enrolment dropped from 48,04,055 in 1951-52 to 18,06,472 or 37·6 per cent in 1955-56. This gives 62·4 per cent as the extent of wastage in the education of boys. In so far as girls are concerned, we find that their enrolment dropped from 22,23,146 in 1951-52 to 5,78,051 or 26 per cent in 1955-56. This gives 74 per cent as the extent of wastage in the case of girls on an all-India basis. It will thus be seen that the extent of wastage in the case of girls exceeds that of boys by about one-fifth.

7. If the statistics of the individual States are compared we find very large variations. In the case of boys, the wastage is less than 20 per cent—in Pepsu (4·9) and Coorg (17·5). It is between 20 and 40 in Delhi (26·8) and Punjab (33·3). The largest number of States have an extent of wastage which varies between 40 and 60—Kutch (44·0), Travancore-Cochin (44·8), Himachal Pradesh (48·4), A&N Islands (50·0), Tripura (50·1), Madras (53·5), Rajasthan (54·4), Saurashtra (56·4), Bhopal (57·4), Bihar (58·9), Ajmer (59·3), Hyderabad (59·7). In 10 States the extent of wastage varies from 60 to 80 per cent—Bombay (63·7), Madhya Bharat (64·9), Vindya Pradesh (66·7), Madhya Pradesh (67·6), Uttar Pradesh (69·1), Assam (71·3), West Bengal (74·2), Mysore (74·5), Orissa (75·1), Manipur (76·4).

8. In the case of girls, four States had an extent of wastage which varies between 20 and 40—Delhi (26·4), Tripura (26·8), Pepsu (34·6), Coorg (36·7). In three States, the extent of wastage is between 40 and 60—Kutch (40·4), Himachal Pradesh (41·1), Travancore-Cochin (52·1). The largest number of States have an extent of wastage which varies from 60 to 80—Punjab (62·0), Rajasthan (62·6), A. & N. Islands (63·5), Saurashtra (64·0), Madras (65·7), Ajmer (68·9), Madhya Bharat (69·1), Bhopal (73·0), Hyderabad (73·4), Vindhya Pradesh (76·4), Manipur (77·1), Uttar Pradesh (78·4), Madhya Pradesh (78·4), Assam (78·6). In five States, the extent of wastage is even greater than 80—Bihar (81·3), Mysore (82·5), Bombay (83·5), West Bengal (84·8), Orissa (88·7).

9. The general conclusions to be drawn from the statistics given above are as follows:—

- (i) The extent of wastage at the primary stage is very large. The average for the whole of India is 66·1 per cent. The lowest wastage is in Pepsu where it is 12·1 per cent and the highest is in Orissa where it is 78·4 per cent.
- (ii) In so far as boys are concerned, the extent of wastage is a little lower than the averages stated above. The all-India percentage of wastage is 62·4. It is lowest in Pepsu where it is 4·9 per cent and the highest in Manipur where it was 76·4 per cent.
- (iii) In the case of girls, the extent of wastage is higher. The all-India average is 74 per cent. It is lowest in Delhi (26·4 per cent) and highest in Orissa (88·7 per cent).

As we have stated earlier, the above percentages show the combined effect of all causes that prevent children who are enrolled in class I from reaching class V in the prescribed period of five years. It would, therefore, be incorrect to describe this combined effect as 'wastage' which is really equivalent to 'the premature withdrawal of children from schools'. If the statistics of this wastage were to be correctly obtained, these percentages would be considerably reduced. In the sample investigations that have been carried out so far, the extent of wastage has been placed at about 50 per cent for boys and girls taken together and about 40 per cent for boys only and about 65 per cent for girls. These percentages are much lower than those given above; but that can hardly be considered to be a cause for satisfaction. Even the extent of 40 to 60 per cent in wastage alone is very high and it does not diminish the gravity of the problem to any material extent.

10. Extent of Stagnation in Primary Education—Unfortunately, a statistically accurate method for measuring the extent of stagnation in a given class in a given year has not yet been devised, either by the Government of India or by any State Government. It is, therefore, necessary to explain how it would be statistically possible to measure the extent of stagnation by the compilation of the *stagnation index* for every class at the primary stage in a given year.

The basic assumption of every good system of education is that a student should complete each class in one year. The correct method of calculating the extent of stagnation, therefore, is to find out the extent to which the average child is required to spend a period of more than one year in a particular class. Let us suppose, for example, that we want to ascertain the extent of stagnation in class I in a particular year. For this purpose, we shall have to ascertain, in the first instance, the number of repeaters in this class. For example, let us say that—

A is the number of students who are reading in that class for the first year only;

B is the number of students who are reading in that class for the second year;

C is the number of students that are reading in the class for the third year; and

D is the number of students that are reading in the class for four years and more.

It is then evident that all the students in the class have put in A plus 2B plus 3C plus 4D years and that each student has, therefore, put in

$$\frac{A+2B+3C+4D}{A+B+C+D} \text{ years.}$$

The value of this fraction will obviously be greater than one. The *stagnation index* of the class is, therefore, given by the formula

$$100 \left\{ \frac{A+2B+3C+4D}{A+B+C+D} - 1 \right\}$$

The fractional index is usually multiplied by 100 for convenience of statistical comparison.

A very accurate study of the problem, would, therefore, require that every State Government should collect the necessary statistics and compile the *stagnation index* of each class at the primary stage separately. On the basis of the same statistics, it would also be possible to calculate the stagnation index for each class at the primary stage separately for India as a whole. Obviously, these statistics are not available at present.

11. It was stated earlier that a simpler method to measure the extent of stagnation was to consider the examination results. Unfortunately, the examination results of classes I to V are not available for the different States of India and, hence, they are also not available for the country as a whole. Even from this point of view, therefore it is not possible to give any statistical measure of the extent of stagnation in this Report.

12. We, therefore, give below certain broad conclusions regarding the extent of stagnation based on studies made by Shri J. P. Naik, who is one of the members of this committee in the State of Bombay. It is not possible to say to what extent they are applicable to other States of India:—

- (i) The extent of stagnation is very high in class I where it varies between 40 to 50 per cent; and
- (ii) from class II to class V, the extent of stagnation is greatly reduced and it varies between 20 to 25 per cent.

It would, therefore, appear that once the child passes class I, his uniform progress to the end of class V is, in most cases, fairly assured, if it is not withdrawn from the school in the meanwhile for some reason or the other.

13. In this connection we feel it necessary to recommend that *the Government of India should carry out certain sample investigations into the problems of stagnation in the different parts of the country*. This will enable us to understand the extent of the problem, the factors that contribute to it and the remedial measures that have to be attempted to reduce the evil. *We also recommend that the necessary statistics which will show the extent of stagnation should be collected from each State by the Government of India and published annually as a part of the usual statistical tables.*

14. Causes of Stagnation in Class I—Since stagnation is very high in class I, it is necessary to consider the causes that contribute to it separately. From the studies made by the Gokhale Institute of Politics and Economics, Poona, Shri J. P. Naik, and some other investigators it appears that the following are the most important causes that lead to stagnation in class I:—

(1) *Uncontrolled Fresh Admissions*.—In several areas, there is no rule as to when fresh admissions should be made to class I and, in consequence, the teachers go on making fresh admissions to class I throughout the year. The people also have certain superstitions to the effect that a child should be first sent to the school on an auspicious day. These traditional auspicious days do not coincide with the opening of the school. What is worse, there are auspicious days in almost every part of the year and different parents have faith in different auspicious days. Consequently, the people also go on enrolling their children in class I throughout the year. The result of this utter absence of an educational policy is that class I is rarely homogeneous. It usually consists of a number of different

batches of students who have joined it at different periods. This leads to a deterioration of standards in the class as a whole and, as may be easily anticipated, the children, enrolled so late in the year that they can only put in an attendance of less than 100 days, ordinarily fail in the examination. This is probably the most important cause of stagnation in class I.

(ii) *Irregular Attendance.*—The children who come to class I are not yet accustomed to school-life. In the urban areas, the children who come to class I may have an earlier experience of pre-primary education. Most of them also come from homes where the parents are interested in the education of their children and take some pains to see that they attend the school regularly. Consequently, the attendance of children in urban primary schools is generally very high and satisfactory. In the rural areas, however, the situation is quite different. The parents generally have no interest in the education of their children. They have no objection if the children go to school; but at the same time, they would not take the trouble to see whether they regularly attend the school or not. Consequently, the child takes a fairly long time to accustom himself to school-life. In the first month after enrolment, the attendance of the child is very irregular. Then it goes on gradually improving and he begins to come regularly to school only after four to six months. Consequently, the attendance of children in class I is extremely irregular and scanty, especially in the rural area. This naturally affects their progress and leads to stagnation.

(iii) *Age of Admission.*—The age of admission is a very important factor in the consideration of this problem. If a child has had the experience of attending a pre-primary school, no difficulty generally arises and he is able to follow his studies in class I without any difficulty. But the number of such children is extremely small. When the child comes from a home where a literary atmosphere exists, the desire to study the formal skills of reading and writing is awakened a little earlier and the admission of such children at an earlier age does not create much difficulty. But when a child comes to the primary school without any experience of pre-primary education and when he belongs to a home where a literary atmosphere does not exist, it is necessary that he should be sufficiently old to have the desire for formal studies awakened in him in a natural process. Experience has shown that such children fare well in class I if they are admitted at the age of 6 *plus* or better still at 7 *plus*. But when such children are admitted at an earlier age when the desire for formal studies has not yet been awakened, they find it very difficult to follow their studies. This is the third most powerful cause of stagnation in class I.

(iv) *Inefficient teaching.*—The fourth important cause of the stagnation is inefficient teaching. This is due to a number of factors such as:

- (a) Untrained teachers;
- (b) Indifference or inefficiency of teachers;
- (c) Single-teacher schools in which the teacher had to handle as many as five classes at a time and consequently cannot give as much attention to class I as is necessary;
- (d) Lack of good buildings;
- (e) Lack of books and educational equipment for children;
- (f) Overcrowding in classes; and

- (g) Shift system in which the time devoted in the class is reduced to half-a-day.

15. It may also be stated that stagnation in class I is very great in rural areas and that it is comparatively much less in urban areas. There is also no significant difference in the extent of stagnation for boys and girls at this level.

16. Remedial Measures to reduce the Extent of Stagnation in Class I—Once the causes that lead to stagnation are agreed upon, the decision on the remedial measures to be adopted to improve the situation follows automatically. We, therefore, recommend that the following steps should be taken to reduce the extent of stagnation in class I:—

(i) *A rule should be made to the effect that all fresh admissions to class I shall be made in the beginning of the school year and not later than 60 days after the beginning of the first session.* In areas where such a rule is not already in operation, some difficulties would be experienced in the beginning and parents will have to be educated on the advantages of sending children to school, in the beginning of the first term of the academic year without waiting for auspicious days. If the Department remains firm, people will accept the position without much difficulty within a short time. Even if this single reform is implemented, the stagnation in class I would be reduced to a considerable extent.

(ii) The second important cause of stagnation in class I is, as stated already, irregular attendance. This can be remedied by adopting a number of measures; but the most important of these is the degree of interest shown by the teachers. If a teacher is interested in maintaining regular attendance, he makes his class interesting and attractive to the children. He also maintains good relations with parents and takes a personal interest in every child studying under him. He also takes care to see that children attend regularly and takes the same interest in their progress which their parents would have taken, had they been educated. Under such a teacher, attendance becomes very regular even in class I. In the absence of such a teacher, all the other measures that we may adopt such as enforcement of compulsory attendance, organisation of village committees etc., are of little use. *We, therefore, feel that it should be made the responsibility of the teachers to see that proper attendance is maintained in school and due consideration should be given to this subject while evaluating their work.* This will be particularly necessary in rural areas. In the present conditions of the country we cannot create one agency for teaching and another for bringing children to the schools. The same agency, namely, the agency of primary teachers will have to perform both these functions. If this position is made clear to the teachers and if their co-operation is secured the problem would be solved to a very great extent.

(iii) *The next important measure of reform is to raise the age of admission to primary schools.* We feel that the minimum age for admission should be six *plus* and that children of a lower age should not be admitted to primary schools, unless under very special circumstances. We realise that there is a great pressure, especially in urban areas, to admit children in primary schools at the age of five *plus*. This may be permitted, as an exception, in such cases where the children have a proper atmosphere at home or have had the experience of attending a pre-primary school. In all other cases, and especially in rural areas, it would

be desirable to admit only such children as have attained the age of six *plus*. If such fairly grown up children are admitted to class I, they would be in a better position to follow the formal instruction given in the schools and the extent of stagnation would be considerably reduced.

(iv) Another important cause of stagnation in class I is inefficient teaching. *A number of measures for improving the quality of education imparted in our primary schools will have to be taken if this cause of stagnation is to be eliminated.* A reference to these has already been made in Chapter V.

17. Stagnation in Classes II to V—As stated earlier, the extent of stagnation in classes II to V is comparatively very small. The causes of stagnation at this level are four—irregular attendance, inefficient teaching, faulty method of examinations, the inability of a large number of pupils to provide themselves with books and other educational equipment required for school work. *The most important measure to eliminate stagnation at this level is to improve teaching.* That in itself would help to make the attendance more regular. In certain parts of the country, external examinations are still held at the end of this stage and the method adopted for testing the students is not as satisfactory as it should be. *If internal examinations are introduced and the teachers trained properly in evaluating the work of their students, this cause of stagnation would also be eliminated.* The last cause, the non-availability of books and educational equipment, is mainly due to poverty and is a very common feature of the schools in rural areas. Very often, the parents have no money at the time when the schools reopen and students are given books and other educational equipment only at the time of the harvest. *If this economic difficulty is eliminated by making adequate provision for the supply of books and educational equipment to poor children, an important cause of stagnation at this level would have been eliminated.*

From the preceding discussions, it is clear that in so far as the problem of stagnation in classes I to V is concerned, there are no special features that affect the education of girls. The causes of stagnation as well as their remedies are similar for boys and girls.

18. Causes of Wastage and Remedial Measures to be Adopted—We shall now turn to the consideration of the causes of wastage which has been defined as the 'pre-mature withdrawal of children from schools before they have completed class V'. The only way in which these can be determined scientifically is to carry out special investigations into the problem. For this purpose, a fairly large sample of the cases of wastage *i.e.* of children who have been withdrawn from schools before they completed class V, will have to be taken (about 10,000 cases will have to be studied to obtain reliable data) and a special enquiry will have to be made in each case to ascertain why the particular child was withdrawn from the school. The analysis of the causes discovered in this manner would show, not only the different causes that contribute to wastage, but also the relative weightage of each cause. Unfortunately, very few investigations have been carried out in this problem, although the subject is being discussed endlessly since 1929 when the Hartog Committee brought it prominently to the notice of Government. The Government of Bombay carried out an investigation into the problem through the Gokhale Institute of Politics and Economics, Poona and the results of that investigation have also been

published. To our knowledge, no other investigation has been carried out in this problem by any other State Government or by the Government of India. Some non-officials have carried out a few studies; but their scale is not sufficiently large to warrant generalisations. It is, therefore, necessary that detailed investigations in this problem should be undertaken in every State, especially because the causes of wastage as well as their relative importance, varies from one area to another. It would be desirable that such a scheme should be sponsored by the Ministry of Education, which should provide the funds for the purpose, and implemented through the Education Departments in the States. Such an enquiry would not take a long time and in fact, every such investigation can be completed in a period of 6 to 12 months. If, therefore, a number of investigations are simultaneously organised in different parts of the country, extremely valuable data will be available before the end of the Second Five-Year Plan, and it might be possible to take certain remedial measures based upon the findings of the investigations during the period of the Third Plan. *We, therefore, suggest that the Ministry of Education may undertake a project of this type during the period of the Second Five Year Plan itself.* In the meanwhile, we can draw some general conclusions on the basis of the data already available and discuss the more important causes of wastage and the measures which will have to be adopted to remove them.

19. *The most important causes of wastage, in the case of boys as well as girls, are economic.* The economic conditions in the country at present are such that full-time education, even in the age group of 6-11, is not possible for a very large percentage of the children of the country. The average income *per capita* varies from year to year but is approximately Rs. 275. With the prices as they are, this income is hardly enough to keep body and soul together. The average parent, therefore, finds it very difficult to feed and clothe his children, to provide them with the necessary books and educational equipment and send them to schools on a whole-time basis until they reach the age of 11 years. He is, therefore, compelled to use the labour of his children either at home or outside the family, to supplement his income. It is true that most of the children in this age-group earn very little. But even that little earning is indispensable in the conditions that exist at present. Even when the child does not earn anything in cash, he is required to do some work at home or to take care of younger children in order to release the adult members of the family for work outside. Even this assistance, which has no immediate monetary return, is extremely essential. Most children from poor families are, therefore, withdrawn from schools as soon as they reach the age of 8 or 9 and a large part of the wastage at this stage is due to these economic reasons.

20. *When the economic conditions in the country are such as to compel children to work for their families as soon as they are in a position to do so, the only way to give education to poor children is to provide for part-time education.* Every country in the world has done the same. In England, for example, the first law for compulsory education was passed in 1870. When attempts were made to enforce it, it was found that poor children could not be brought into schools on a whole-time basis. Consequently, part-time attendance was permitted for those children that needed it. This facility had to be continued till 1913. During this period, the economic conditions in the country were greatly improved and the standard of living of the people was raised. It was, therefore, possible to elimi-

nate part-time education and the Act of 1918 prohibited part-time education upto the age of 14. Similar developments have occurred in other countries also.

21. In India, however, we have not taken these experiences into consideration in planning our educational system. The existing system of primary education which is based on full-time attendance of children was introduced in the urban areas in the first instance about a 150 years ago and it has continued to expand ever since. So long as the children of the upper or the well-to-do classes alone attended the primary schools the problem of wastage did not arise. But as the system began to expand, children of the masses and of poor parents were drawn into it. The economic conditions of the families of these children were such that they could not attend the schools on a whole-time basis. We should, therefore, have modified our system in such a way that it would have been possible for poor children, who cannot attend the school on a whole-time basis for economic reasons, to receive some education at least on a part-time basis. But this was not done with the result that, under the existing rules, children have either to receive education on a whole-time basis or none at all. It is this failure of our system to take note of the hard realities of economic existence that is responsible for the great wastage that we see at present and until it is modified and part-time education of children is permitted on a large scale, the extent of wastage will continue undiminished. We have, therefore, recommended the provision of part-time instruction in Chapter V. The need for this part-time instruction will naturally diminish as the economic condition of the people improves and then it may be dispensed with progressively.

22. It has been argued that a rigorous enforcement of compulsory education law will successfully eliminate all wastages because it would make the premature withdrawal of children from schools a penal offence. This argument is not quite correct. *Legal compulsion can be successful only in the case of parents who can send their children to school, but would not. In the case of a parent who cannot send his child to school on economic grounds, however, legal compulsion generally proves to be ineffective.* The experiment of a rigorous enforcement of compulsory laws was tried in the old Baroda State. Under the orders of the Maharaja, the teachers prepared lists of non-attending children and the village Patels fined defaulting parents and even deterrent fines of annas eight per day of absence per child were imposed. It was soon discovered, however, that the fines could not be recovered on account of the poverty of the people. How can a Harijan, for example, pay an accumulated fine of Rs. 100 or so when his entire property is not even worth Rs. 50? Consequently, the arrears of fines had to be written off. It would, therefore, be wiser not to place too much of confidence in the efficacy of legal compulsion when the hard realities of economic existence prevent the attendance of children at school on a whole-time basis. In all such cases the provision of part-time education is the only way.

23. There cannot be any hard and fast rules regarding the provision of part-time instruction. The best procedure to be adopted would be that the teachers of the schools in a given area should make a house-to-house survey of all the children of school-going age and ascertain the names and addresses of those children who are not attending the schools. A detailed enquiry should be made in respect of every child who is unable to attend on economic grounds and the type of the work the child is required to



do and the time which would be most convenient for him to attend the school should be ascertained. Arrangements for part-time instruction should then be made in such a way that almost all the children of the locality can attend the school without creating difficulties in the work which they are required to do in (or for) their families. *Unless the school hours are thus adjusted to the needs of the situation, the attendance of such children, even on a part-time basis, will not be practicable. Similarly, steps will have to be taken to adjust the vacations also.* There are certain seasons when the help of children is required by parents on a larger scale, e.g. the harvesting or sowing seasons. The schools should have vacations at such times. This has already been recommended earlier in Chapter V.

24. All that we have said above with regard to part-time instruction is even more applicable to girls than to boys. Girls are more helpful at home, especially to the mother, and this very utility becomes a major difficulty in the way of their education. They are required to do a number of tasks for the family and especially to take care of the younger children. *If part-time instruction is necessary for the boys from poor families, it is even more necessary and almost indispensable for girls.* We have, therefore, recommended in Chapters V and VI that a large-scale provision of part-time education should be made for girls. If steps on the lines indicated above are taken to make such provision, the wastage in the education of girls due to economic reasons will have been eliminated or reduced to the minimum.

25. In the investigations conducted so far, the general finding is that economic causes are responsible for about 65 per cent of the cases of wastage. All the other causes put together contribute only to about 35 per cent of the wastage. Brief notes on these causes have, therefore, been given below:

(i) *The stagnation may, by itself, be a cause of wastage.*—When a child fails in his examination, the village parent who, after all, does not set a high value upon education, is inclined to withdraw him from school on the ground that he is no good at academic studies. On the other hand, he is ordinarily encouraged to continue him at school if he were to show good progress. Measures calculated to reduce stagnation will, therefore, automatically result in reducing wastage.

(ii) If the standards of teaching are improved and our primary schools are made attractive to children, forces that tend to reduce wastage would be created. At present, the schools are so poor that the average child is not inclined to remain therein and consequently, the average parent withdraws him from school. If, on the other hand, the child were to grow fond of the school, the parent may be induced to continue him there even at some sacrifice. *Improving the quality of education in primary schools will thus result in the reduction of wastage.*

(iii) *Poverty is responsible for increase of wastage in another way.*—When the parent finds that books and other educational equipment required by his child cost too much—their cost is increasing continuously and is fairly high at the moment—he often withdraws him from school purely as a measure of economy. *Provision of free books and educational equipment (and even clothing, if necessary, in the case of girls) will, therefore, help in removing this contributory cause of wastage.* We have made this recommendation also earlier in Chapter V.

(iv) Still another cause of wastage is the absence of schooling facilities. Sometimes, a school in the village will be incomplete, i.e., it will not have all the five classes. When such is the case in any village and there is no other school in the neighbourhood to teach the upper classes which have not been provided in the local school, the child has no alternative but to discontinue education. *Incomplete primary schools i.e. schools which do not reach all the five classes are thus a cause of wastage and steps will have to be taken to see that they are eliminated.*

(v) *Marriage or even betrothal is a fairly common cause of wastage in the case of girls because parents do not like to send their daughters to schools after marriage or betrothal. Education of public opinion on proper lines and the rigorous enforcement of the laws regarding the prohibition of child-marriages would help in this case.*

(vi) *By far, the most important cause of wastage in this group is the indifference of parents. About 25 to 30 per cent. of the total cases of wastage fall in this category and all the five causes listed together account for about 5 to 10 per cent only of the cases of wastage. That is to say, in 25 to 30 per cent of the cases of wastage, an enquiry shows that the parent could have sent the child to school but did not. In these cases, persuasive and educative propaganda does help very greatly; but a rigorous enforcement of compulsion is the only sure and sovereign remedy.*

26. *It would be a very good idea if the Ministry of Education organised pilot projects for experimental work in connection with the wastage. A group of about hundred villages—preferably a Community Development Block or a Social Welfare Project—should be selected for the purpose. A special officer of a sufficiently high status should be put in charge and all the primary schools within the area should be placed under his control. The objective given should be that the causes of wastage should be reduced to the minimum by all possible means. A house-to-house census of all these villages should be organised and steps should first be taken to enroll all children in the age-group of 6 to 11. The next step would be to prevent premature withdrawal of children from schools. Whenever a child fails to attend the school, the teacher concerned should make a detailed enquiry and ascertain the reasons as to why the child does not attend. If he cannot attend on a whole-time basis, provision should be made to educate him on a part-time basis. If there are any other difficulties, they should also be suitably dealt with. If the reason for non-attendance is mere indifference of parents, necessary penal action should be taken. The officer in charge should thus make an earnest effort to see that the wastage in the schools under his control is reduced to a minimum. If such experimental projects are conducted for a few years, they would give very valuable data on the basis of which an all-sided attack can be made against this evil. We recommend that at least one experimental project of this type should be set up in every State as early as possible. It would be desirable to set up these projects in 1959-60 because the experience of their working would then be available for implementation during the period of the Third Plan.*

27. **Stagnation and Wastage in the Age-Group of 11 to 14.**—The wastage in the case of 11 to 14 is of two types. The first type includes the cases of girls who do not continue their education beyond class V for various reasons such as: (i) non-availability of a middle school in the neighbourhood, (ii) non-existence of separate girls' middle schools

in the neighbourhood, (iii) marriage or betrothal, and (iv) economic difficulties of the same type as have been indicated above for the age-group of 6 to 11. The other type of wastage includes girls who continue their education beyond class V but discontinue it, for reasons similar to those stated above, before completing class VII. The remedies to be adopted for removing the causes of wastage at this level have, therefore, been already indicated in Chapter VI. They include (i) award of scholarships and prizes to girls to enable them to continue education beyond class V, (ii) the establishment of middle schools within an accessible distance from the homes of children, (iii) the establishment of separate girls' schools, where necessary, and (iv) provision of part-time instruction for those who cannot attend schools on a whole-time basis.

The problem of stagnation is not very serious at this age and can be dealt with satisfactorily by measures which we have recommended earlier for general improvement of the schools.

**28. Stagnation and Wastage in the Education of Girls in the Age-Group of 14 to 17**—The causes that lead to stagnation and wastage in the age-group of 14 to 17 are similar to those which we have described earlier for the age-group of 6 to 11 or 11 to 14. The remedial measures to be adopted at this stage would also, therefore, be similar to those stated above. These have already been explained in detail in Chapter VI.

**29. Conclusion**—Before concluding this discussion, we should like to make it clear that stagnation and wastage are not independent evils by themselves. They are really symptoms of a number of other evils among which the most important are four:

- (i) lack of adjustment between the school system and the social and economic environments of the community for whom they are intended;
- (ii) poor standards of the average school which lacks buildings, equipment and, above all, good teachers;
- (iii) absence of adequate economic assistance to children of poor parents to enable them to continue their studies further; and
- (iv) absence of facilities for part-time instruction.

If suitable action on the lines recommended here is taken to remedy these fundamental evils of the educational system, the symptomatic evils of wastage and stagnation would disappear automatically. We should also like to emphasise that this is a problem which is to be dealt with jointly for boys and girls alike, though some special emphasis on the problem of girls is necessary, especially in the age group of 11 to 17.

## CHAPTER VIII

### CURRICULA AND SYLLABI

**Place of Curriculum in the Education System**—In achieving the right objectives and implementing school practices based upon a sound philosophy of education a well-conceived and well-designed curriculum has a strategic role to play. If a teacher or an educator may be compared to an artist, the child is the material to be moulded and fashioned into a finished product, and curriculum is the box of tools through which the work of moulding, fashioning and completing the child's personality growth is to be undertaken. Curriculum is ordinarily meant to comprise only the subjects, academic or otherwise, taught in the class. This concept of curriculum, though convenient, is, however, neither scientific nor in line with the best modern educational thought. It has proved to be inadequate. *If education in its wider implication is for life through life, curriculum means the totality of influences and experiences, both selected and unselected, conscious, sub-conscious or even un-conscious and planned or unplanned, which the child receives in Home, School and Society. It is, comprehensively speaking, this concept of curriculum, which also includes what today goes by the name of co-curricular and extra-curricular activities included in the school programme that should guide all our educational planning as well as the activities of our teachers and educational administrators.*

2. If the above concept of curriculum is further elucidated in the light of right educational objectives and sound educational philosophy it would envisage not only the subjects taught, activities undertaken and influences and experiences received but also the underlying approach with which the child is handled. In one word, this approach, in the interest of the child's best development, can be none other than that of freedom and respect for the child's personality. It is only with this approach and curriculum so conceived, organised, and put to practice that individual as well as social objectives of education can be fulfilled. *Nobility and spirituality of personal character, dutifulness and responsibility of citizenship, training for a useful vocation, profession or some social work in life and, as we are here concerned with the education of girls only, and last but not the least, preparation for the duties of a mother, efficient home maker and a valued and esteemed colleague and companion in life, these are the objectives of a sound educational system which the curriculum, to the extent it is planned or controlled, should have in view.* Such a curriculum would naturally provide ample opportunity both for the gifted as well as the ordinary child and would be an effective means for an all round development of its personality. It is also obvious that a curriculum with such objectives in view, among other things, must always be integrally related to the child's home and social environment, and the life it would have to live and the work it would have to do after the educational career is over. In relating curriculum to home and social environment and the present and future needs of the child the following considerations should receive special attention: (i) the deficiency of home environment which

exists, especially in the case of rural and semi-urban families, (ii) the possibility of exploiting the educational potentiality of work and opportunities offered at home rather than weaning away the girls from all that is useful in the work that they do at home, (iii) equipping the girl to share the economic responsibility with the male members of the family, which is such a dire necessity in the conditions of our poverty-stricken people.

3. To sum up our general recommendation is that a good curriculum should have the following objectives:—

- (1) *Creating right attitudes in life—individual and social; .*
- (2) *Imparting of useful knowledge;*
- (3) *Giving of practical training for life;*
- (4) *Developing good personal habits; and*
- (5) *Inculcating a sense of social awareness and a spirit of service to society.*

*As needs and circumstances change, there should be a periodical review of all courses.*

In the foregoing paragraph we have laid great stress on correlating education to life. But this should not be taken to imply that the education process aims at maintaining the *status quo* and has no reformist or idealist aspects. All it emphasises is the fact that education should not and cannot be divorced from life, life being conceived not as something static but as a dynamic and growing phenomenon to which education itself contributes a great deal.

4. The Problem of a Different Curriculum for Girls—In the course of our investigations one question regarding curriculum that was often raised was whether there should be the same curriculum for boys and girls or there should be any difference, and, if so, at what stage or stages of education. *So far as primary education is concerned, the over-whelming opinion in different sections—general public, State Governments, heads of training institutions, secondary schools, education officials and voluntary organisations—is that there should be an identical curriculum for boys and girls. We share this view and recommend its adoption subject to the proviso that even at this stage, if not already there, subjects like music, painting, sewing, needle work, simple hand work, and cooking (in the last two years of the primary stage) should be introduced to make the courses more suitable for girls.*

5. When we come to the middle stage we find that the prevailing opinion in the country is not unanimous. There is a substantial section of opinion which feels that at this stage the curriculum for boys and girls cannot be identical or exactly similar. Those favouring a difference in the curriculum for boys and girls include State Governments, secondary schools, training institutions and educational officials. After a thorough consideration of the different aspects of this question, *our own view is that at the middle stage in some respects a difference in the curriculum, the syllabi, and even the contents will have to be made.* The main cause necessitating this difference arises from differences in the nature of duties and responsibilities that in after-life would devolve on boys and girls. The difference of environment independently as well as through its

impact on duties and responsibilities of life is another important factor demanding, to some extent, a different curriculum for girls from that for boys. It is also a fact that to the extent that there exists any physical, and mental, particularly emotional or temperamental, differences between girls and boys or differences of aptitudes between them, they do begin to manifest themselves in the 11-14 age-group in which the children would generally be in the middle stage. There is one more point the consideration of which is relevant here. An overwhelming majority of our girls (in fact, the position is not much different with regard to rural boys) also would not go beyond the middle stage in their educational career. There the education of most of the girls, irrespective of perhaps any great difference between rural and urban areas, would come to an end. Therefore, in drawing up the curriculum for the middle stage full consideration should be paid to this point also.

6. When we come to the secondary stage, the opinion expressed in favour of a different curriculum for girls from that for boys becomes almost overwhelming. The opinion expressed in the Notes of the State Education Departments submitted to the Committee is quite strong on this point. This is also the case with secondary schools, training institutions and education officials. The Committee also supports this view with, however, the same proviso as made regarding the middle courses that it is not so much a totally different course of study that is contemplated as the improvement of the existing courses both by suitable changes in them as also by providing for new subjects more useful for girls. Our reasons for this recommendation are the same as mentioned above, all of which apply with much greater force to the education of girls in the secondary stage.

7. The above views with regard to curriculum would naturally apply *mutatis mutandis* to syllabi also. Because a syllabus is nothing but a somewhat detailed description, under heads or main subjects of the curriculum, which means merely a course of study. There is, however, one more important point that deserves mention at this stage of our discussion. That is with regard to the nature of the actual contents of the subject matter given in our courses of studies and syllabi. *If we examine them and also the textbooks and other reading material that are being used by our boys and girls in the course of their school life, it would strike even a casual observer that they are much dominated by a boy's approach and an urban viewpoint. Whether it is a question of teaching History as a whole or that part of it which relates to the contributions of women to different fields of human life and existence, or of Hygiene, or civic education concerning the special problems within and outside the home with which our women are faced, or a question of creating certain social attitudes or developing a rational and intelligent approach about our social and religious forms, traditions and ceremonies, which occupy a predominant place in the social life of the women of this country, we find that throughout the educational career of our girls (we refrain from expressing any specific opinion about boys) almost an attitude of criminal neglect of the needs and problems that are closely related to their life is in evidence. This Committee strongly recommends that this imbalance in our education should be corrected.*

8. Before concluding this section, a clarification needs to be made. At times we have met with an opposition to making any difference between the curriculum of boys and girls. This opposition, however, is

based on the feeling that differentiation means lowering the academic standards, particularly standards of instruction and evaluation. We, therefore, wish to make this point absolutely clear that wherever we have supported the case for a different curriculum we do not mean to lower the standards of education thereby. It may also be pointed out in this connection that by recommending different courses for girls we do not mean to create feelings of exclusiveness between them and boys. It is also far from our intention that women should be confined to domestic chores only.

9. **The Nature of Curricular Differences Envisaged**—Here we propose to discuss in precise terms exactly what differences in our opinion should be made in the curriculum for girls. The opinion that has been expressed before us from almost all quarters relates only to changes in and additions to subjects taught. The State Education Departments, the secondary schools, the training institutions, the educational officials, the voluntary organisations and the general public not covered by any of these special categories, all feel to a greater or lesser degree that some of the subjects taught to boys are not related to the aptitudes, interests and needs of girls and, therefore, there should be provision for a larger number of subjects more suitable for girls. Among the subjects so considered suitable for girls, home science and home-craft including sick nursing, nutrition, dietetics and food preservation, sewing and tailoring, nursing, cottage industries, music, dancing and painting have been mentioned more frequently by a large section of opinion. A greater preference for a vocational bias in the education of girls has also been expressed. We are in general agreement with this line of thinking.

10. In our opinion, the nature of changes envisaged here takes into consideration only one aspect of the problem, the one concerned with the so-called aptitudes and interests of the girls. The other and equally important aspects are those which relates not only to differences of environment, but also to the needs of home-making which, though mentioned, are actually not really attended to, as also the economic needs of the family. For example, it is a point that requires careful investigation as to how far our courses in domestic or home science at the middle as well as the secondary stage are really suited to the Indian homes, their conditions and practices and how far they are framed on assumptions of Western modes of living and thinking. The same thing might apply to other subjects also in a lesser or greater degree. For example, it is a question worth considering how far our courses in Fine Arts take note of Folk Art and the need for the preservation of the traditional art to the extent and in the form it is considered to be necessary. Similarly, how far the music and the songs that our girls learn at school are related to their experiences at home, in the community and on the farm and the grass lands and to what extent they express the social, religious (not sectarian or communal) and cultural background of the Indian people in their day to day life and also their future aspirations for a new social order based on principles of human brotherhood, social justice and cultural, political and economic freedom, are again questions which deserve attention. By citing these examples, the idea is only to indicate a line of thought that in the opinion of this Committee deserves full consideration in the context of examining the curricular differences envisaged from the viewpoint of girls in the middle and the secondary schools.

## CHAPTER V—EDUCATION OF GIRLS IN THE AGE-GROUP OF 6 TO 11 (PRIMARY STAGE)

Importance of primary education—Present enrolment position of girls *vis-a-vis* boys—Problem of enrolment in rural and urban areas—Quality of existing schooling—A great leeway to be made up: (a) quantitative, (b) qualitative.

Factors influencing the progress of Primary Education: (i) Felt need for education, (ii) Favourable conditions to give effect to the felt need, (iii) Provision of educational facilities.

Measures to promote girls' education—Suggestions received—General and Special Recommendations.

General : (1) Free Education, (2) New Schools, (3) Co-education, (4) Shift System, (5) Improvement of existing schools, (6) Appointment of women teachers, (7) Part-time education, (8) Night Schools, (9) Mid-day Meals, (10) Parent-teacher co-operation.

Special : (1) Appointment of school mothers, (2) Special amenities for girls, (3) Concessions, (4) Creches, (5) Enrolment drive, (6) Attendance prizes, (7) Attendance Scholarships, (8) Attendance allowance, (9) Persuasion rather than compulsion, (10) Creation of suitable conditions for encouraging parents to send their daughters to schools, (11) Women's Education Week, (12) Combination of programmes for the education of adult women and universal primary education, (13) School committees.

## CHAPTER VI—EDUCATION OF GIRLS IN THE AGE-GROUP OF 11 TO 17 (MIDDLE AND SECONDARY STAGES)

Stages and importance of Secondary Education—Steep fall in enrolment—Gravity and nature of the problem—Feasible targets (i) Middle : Disparity to be reduced to a point where the enrolment percentage of girls will be at least half that of boys—(ii) Secondary: No targets recommended.

Controversy regarding co-education—(i) More co-educational institutions *at the middle stage*—adequate attention to special needs and requirements of girls, (ii) Separate girls schools at the *secondary stage* with freedom for parents to admit their daughters in boys' schools, (iii) Women teachers and women heads in schools, (iv) Separate shifts for boys and girls.

Factors retarding progress of girls' education—(i) Lack of appreciation of the needs of girls' education, (ii) social and economic conditions and the thought pattern of the people, (iii) Inadequacy or lack of schooling facilities.



11. There is another point that may also be stated here. When we think of the special aptitudes, interests and needs of the girls, it is usual with us to think of them only as home-makers, housewives or mothers. There is no denying the fact that these are the duties which practically every girl, when she is grown up, shall have to perform whatever else she might or might not do. But as said above to proceed on the assumption that their aptitudes and interests are to remain confined to the four walls of their homes is to forget the trends of the times and fail to appreciate not only the implications of the demand of the modern woman for her socio-economic freedom but also society's needs for her services or for her participation in the production of national wealth in industry and agriculture or in state-craft. Such an assumption also, at the same time, neglects the personnel requirements of our national development plans on which we, as a people, have embarked and on the success of which alone the future prosperity and happiness of our teeming millions depend. As already stated above, because an overwhelming majority of our girls (as also of boys, especially in rural areas) is not going to pursue their education beyond the middle stage, in framing the curriculum for this stage we should take note of the fact that at the end of it girls would take up careers not only in the home but outside it also.

In other words, it would mean giving a certain pre-vocational instruction to the girls at the middle stage. *This pre-vocational instruction that we recommend at the middle stage should, however, be given without putting any extra burden on the physical and mental capacities of the girls.* Naturally, the question arises how is this to be done? *What we recommend is that at the middle stage our girls (this would apply to boys also), according to their individual tastes and aptitudes, should have the choice to offer as an elective one such subject as would give a useful introduction and grounding for taking up vocational training later on.* The types of training that we have in view are such as those of a Gram-Sevika or social worker, a mid-wife, a health visitor or a nurse or a craft-teacher. Those girls who take as an elective such a subject of pre-vocational instruction should get their burden in core subjects correspondingly reduced either by making their contents lighter or giving them a choice between a subject of pre-vocational instruction and some subject like Mathematics. Provision for taking this pre-vocational subject should be made in the last one or two years of the middle stage. This would call for a lighter course in the core subjects, not from the very beginning of the middle stage, and would also make it possible for the choice to take the pre-vocational subject to be made a little later.

We are quite conscious of the objection that may yet be made that it is too early for a girl of even 12 or 13 to be able to make a choice about the career she would like to take up in life. But when we are reminded of the fact that her education itself is not going to prolong beyond the middle stage we are left with no other choice whatsoever. In this connection, a further clarification is also to be made. When it is suggested that for those girls who might decide to take up some pre-vocational subject in the last one or two years of their middle school education, the burden of core subjects should be made lighter, it is not at all meant that standards, so far as the courses in languages are concerned, should also be lowered. The reason for making this exception in favour of languages is that even if the girl, who had opted for the pre-vocational subject later on decides to follow an academic education in her secondary stage she is

not very much handicapped. Because deficiency, if any, in other subjects like social studies or general science can be later made up without much difficulty, mathematics being left as the only subject that would call for a special effort to come up to the standard in case an academic course with mathematics is taken at the secondary stage. The introduction of the pre-vocational subjects proposed above has an added point in its favour as some of these subjects would not only prove useful for a vocational training but also would be of much practical utility to girls in order to make them efficient home-makers, good mothers and successful housewives. Though not concerned here with boys' education, we may, however, observe that a similar facility adopted to their needs would prove equally useful for boys also.

12. **The Simplification and Modification of Courses**—Another question in regard to curriculum relates to the need and advisability of simplification as well as modification to a certain extent of the existing courses. To take the question of simplification first, the view that has been generally expressed to us on this question is that in so far as primary education is concerned, there is no need for any simplification of the courses. However, there is a section of opinion, including that of States like Bihar, Punjab and Uttar Pradesh, which favours simplification of the existing courses for the primary stage as well. When we come to the middle stage, we find a definite shift in the opinion. Though the majority of opinion is still the same namely that simplification of courses even at this stage is not necessary, there is a larger body of opinion than in regard to the primary stage, which favours the simplification of the courses at the middle stage. This opinion is shared by secondary schools and training institutions and to a much larger extent by the voluntary organisations engaged in educational activities. No question of simplification of courses in a similar sense, however, arises so far as the secondary stage is concerned.

13. We suspect that this opposition to simplification of courses is based more on the fear that simplification would result in lower standards than on anything else. We should, therefore, make this point very clear that the simplification of courses, although would involve a certain rationalisation resulting in making the courses a bit lighter, need not, mean any lowering of the basic standards. While giving our opinion on this question we should also make a reference to two more points.

The first relates to the impression that we have gathered in our personal talks with teachers as also with parents, that the changes in courses both at the primary and middle stages that have been introduced during the recent past have made the courses definitely burdensome and that in some cases they do pass beyond the ken of the students, particularly when it is realised that at least in urban middle and upper class families, children comparatively younger in years are now coming up than was the case formerly and that in rural areas the home and social environment are both deficient and different. This question regarding the burden of courses gets added importance when we look to the quality of an average teacher in an average primary or middle school as well as to the teaching methods he follows and the teaching aids he is given. There is a justifiable feeling that teaching of subjects like social studies or general science has, in fact, not always and everywhere been able to achieve the end that must have been in view because of the poor quality of teachers and poor educational equipment. It has, to some extent, with not properly qualified teachers, only

created a confusion in the minds of the students who are unintelligently made to cram certain information, (which it is not surprising, is at times not very correct and precise) in the name of social studies or general science with the result that the time devoted to these subjects is naturally wasted. Old and experienced teachers have expressed the opinion that the recent tendency towards heavy courses is an important cause for the deterioration of standards.

Another point that was brought before us time and again was regarding the usefulness of the subjects and the courses taught. There existed a feeling that the courses, in spite of recent reforms, are in many States still more academic than general and, therefore, fail to give the student that basic mental equipment which is the primary objective of general education. The need for some kind of moral education was also emphasised by a large number of people whom we had occasion to meet and with whom we discussed problems of women's education. In the course of our tours at times we have also found people expressing their resentment against inefficient teaching. Such resentment was particularly expressed by village people who complained against inefficient teaching in the name of crafts, things which children would learn better at home, thereby wasting much time that, in their opinion, could be more usefully occupied in the teaching of reading and writing and arithmetic, which, according to them, their children really need. This criticism was particularly launched against the teaching of subjects like home science, agriculture or spinning in the so-called Basic Schools. In some cases we also found strong resentment against the teaching of music and dancing in schools which was, however, more out of conservatism and prejudice than anything else. Another point that we should like to mention here relates to what are called co-curricular activities. There is a feeling, may be unexpressed and suppressed, for fear of displeasing those who count, that there has come about an over-emphasis in these matters. It is noticed also that the tendency towards what are ostensibly educational demonstrations, which cannot be called co-curricular or extra-curricular activities, has also very much increased. Much time is being wasted in camps, Shramadans, festivals, and other similar activities just to put up a show without ever assessing as to how much real good they do to the students or the community. It is true that this latter objection will hold good more in the case of city schools than rural schools, and more in the case of boys' schools than those of girls.

14. We have given necessary consideration to the various points mentioned above regarding simplification of courses as well as other criticisms. We do feel that there is room for some of these criticisms. We, should, therefore, like to make the following recommendations for the consideration of the educational authorities in the country.

At the very outset, we should like to give our full support to the view that the children should get in the form of a rich educational programme, including practical work, as wide and varied an opportunity as possible for their physical and mental development. In this connection we would like to sound a note of caution in only two respects. First, the *widening of children's interests is as important as maintaining a judicious balance between different interests and activities. In striking this judicious balance a sense of discrimination between the primary or basic and the secondary or auxiliary values and a practical sense of priority must always be kept.* Secondly, it is always preferable not to undertake a work

rather than do it inefficiently or in a hotch-potch way. It relates to the teaching of academic subjects as much as to the teaching of practical arts. It is also our view that before any such activities as provoke a general resentment in the local population, whatever may be the cause of such resentment, are introduced in the school, an attempt should be made to educate public opinion and win over the dissidents and also the pace of introducing the activities objected to might be gradual and the methods of introducing them tactful. The reason why we make this recommendation is that much harm would be otherwise done if the school becomes unpopular in the local community. We are quite sure that the teachers, if they are efficient, imbued with a spirit of service and are men of character, in course of time, would come to command a position of influence in the local population so that advice tendered by them is not rejected. Here we would also point out the need for creating in our schools a healthy moral environment conducive to character building. Acquaintance with the essentials of different religions, and with what is contained in religious and spiritual literature, as well as the reading and hearing of such literature would be a great help in the character education of the children and in inculcating in them a spiritual approach to life. We, therefore, recommend that educational activities in schools should include such programmes also as would help the moral uplift of the students.

15. So far as simplification and modification of courses at the primary and the middle stages is concerned, our recommendation is that this aspect of the question must be thoroughly examined. We think that by integrating information relating to what are called 'Social Studies' or 'General Science' with the teaching of language a good deal of simplification may be possible. The contents of different courses should also be examined with a view to finding out the possibility of making them free from too many unnecessary facts and details without, however, in any way minimising their usefulness both as means to produce right approaches and thinking on the subjects concerned and as means to give all the information that may be considered essential for the children keeping in view their needs, interests, and mental development. It is very important to bear in mind in this connection that after all from an educational point of view assembling facts in the minds of the students is much less important than creating attitudes and approaches and training the thinking and awakening the curiosity of the young. A very important principle of sound education is that the cheerfulness and happiness of the child, its enthusiasm and urge to think, act and experiment, and its health and vigour are not allowed to suffer under the dead-weight of curriculum, textbooks and examinations.

16. While considering this question of the simplification and modification of the courses there are two other facts that have drawn our attention. The first is regarding the elimination of history and geography as separate subjects and substituting in their place what is euphemistically called 'Social Studies'. Without, in any way, questioning the need and importance of 'Social Studies', it has to be pointed out that it is very different in its objective, approach as well as content, from history and geography as separate subjects. We think the knowledge of systemic history and geography for a student is as essential as that of any other subject. Therefore, we would recommend that both at the primary and the middle stage in suitable form and content knowledge of these two

*basic subjects should be imparted to our children.* At the secondary stage also, at least in the first two years, the students should get an opportunity, if not to add to, at least to refresh themselves in what they have already learnt. When we say that from an educational point of view it is not so much the facts as the attitudes and insights into them which are important, we should not forget that these much desired attitudes and insights cannot be created in a vacuum and that their only media are the facts and experiences of life. *Therefore, the emphasis should be not so much on the elimination of facts as on their sifting, selection and presentation.* While recommending the teaching of history and geography as regular subjects, we are conscious of the objection that may be raised against the proposal on the ground of increasing the students' burden. But our feeling is that if proper attention is given to the sifting and selection as well as presentation of facts, to which we have referred above, and necessary simplification and rationalisation are attempted, the total burden of the three subjects *i.e.*, history, geography and Social Studies, may not be too much. In any case, we do recommend a close examination of our view in this respect.

17. *The Second recommendation that we make in this connection is that our courses in general education up to the secondary stage should be thoroughly examined with a view to making them less academic and routine and more general in the real sense of the term, so that they may in fact succeed in giving to the students an approach to and insight into the affairs of society and its problems, thereby improving their understanding of them.* Then there are subjects like home science, agriculture and other craft courses which, in our opinion, also need examination in order to see that whatever is taught to them is not only scientific but also such as can be practised in Indian conditions. We also recommend that the prescribed courses should be flexible enough to leave necessary room for local adaptations as well as individual needs.

18. The last point to which we should like to refer concerns the optionals in the form of diversified courses offered under the Multipurpose Higher Secondary Scheme. The diversified courses generally introduced in multipurpose and higher secondary schools are: technical courses and courses in agriculture, commerce, home science and fine arts. Out of these, the first three are considered to be suitable for boys' schools and the last two for girls' schools. There are no water-tight compartments as such, and some boys' schools have opted for the course in fine arts and a few girls' schools for commerce. It may be noticed that the courses meant for boys' schools are pre-vocational in as much as they provide for a preparatory training to the boy if he proposes to join the corresponding vocation. In the case of the courses considered to be suitable for girls, it is the girl's role as a home maker that appears to have been kept in view. The course in home science appears to have been framed, therefore, chiefly with a view to preparing girls for home making. Similarly, the course in fine arts, though it may lead to a career as an artist or a musician or a teacher in the related subjects, is chiefly meant for bringing out a girl's artistic talents so that she may beautify her home and make her life richer and more attractive.

19. Though a vast majority of girls undergoing secondary education will be home makers, many of them are likely to take to some vocation or other in addition to home making, either because they will have to

contribute to the family income or because they will want to put the education they have received to wider social use. A few, who may not marry, will need to take up a vocation as a means of livelihood. For these reasons, *the diversified courses for girls should also be pre-vocational as in the case of boys.* Even the course in home science, as we have suggested in Chapter X on Vocational and Professional training for Women, will have to be organised in such a manner that in addition to preparing girls as home makers, it will give them preparatory training for vocations such as house-keeping for institutions, catering for parties, care of children in the nurseries etc. Taking into consideration the various vocational opportunities open to women, we should like to suggest that some additional diversified courses of pre-vocational nature, suitable for girls, will have to be introduced in our multipurpose schools attended by girls. We would recommend the following:

- (i) Secretarial courses to include pre-vocational training in correspondence, filing, typing etc.
- (ii) Courses useful for secretaries of organisations and office assistants which should include training in taking notes, writing minutes of meetings, giving press reports, maintaining accounts, correspondence, etc.
- (iii) Courses leading to social work of various types.
- (iv) Crafts like leather work, tailoring at an advanced stage and other home-crafts which could be taken up as part-time occupation.
- (v) Courses in education leading to training as pre-primary or primary teacher or Social Education Worker.

## 20. No Change Suggested in the Existing Pattern of Education.

From what we have written in this chapter it should be clear that the suggestions that have been made by us are such as fall within the general framework of the existing courses and could be easily integrated into it. *In that sense our proposals would not imply any upsetting of any existing pattern of courses which it is attempted to evolve in the country and with which even from the point of view of girls' education we are in full agreement.* What we have recommended is to make that pattern a bit more useful in the interest of education generally and of girls' education in particular. We are also of the opinion that educational authorities should carefully watch this new pattern of multipurpose higher secondary courses during its implementation so as to assess if the objectives that lay behind it are actually being achieved or not. Because, there already exists a feeling, however rarely expressed it may be, amongst working teachers, educationists and educational administrators of the country that the multipurpose courses at the Higher Secondary level and not fulfilling the expectations with which they have been introduced. We think that here is a question that calls for dispassionate examination. We need hardly add that such a watchful and vigilant attitude is what is required for the sound educational development of the nation.

## CHAPTER IX

### TRAINING AND EMPLOYMENT OF WOMEN TEACHERS

1. **Women as Teachers**—It is generally admitted by educationists in all countries that women are better fitted by nature, aptitude and interest to teach young children and to guide adolescent girls. The care of the young is one of the tasks for which they are biologically fitted and in teaching they are able to transfer their maternal instincts, even if in a diluted form, to a wider field. There is no disagreement between educationists of the East and the West regarding the view that the education of young children—both boys and girls—should be entrusted to women who, by nature, are endowed with the three major qualities essential for teaching, *viz.*, “the desire to teach, something to teach and sympathy with the young.”

As teaching is a profession that is efficiently handled by women, the whole of pre-primary teaching may be said to be in the hands of women in almost all countries including ours. Primary education is also mainly in the hands of women teachers in all educationally advanced countries but not in ours. While more than 95% of primary school teachers in U.S.A., about 80% of primary school teachers in U.K., more than 70% in France and 50% in Japan and Australia are women, only about 17% of primary school teachers in India are women.

At the Secondary stage, too, women teachers preponderate in most of the advanced countries. In U.S.A. about 70% of the teachers are women. In U.K., France and Australia, their percentage is about 50. In India, however, only 19% of the secondary school teachers are women.

2. **Earlier Recommendations**—The need for having more women teachers for promoting the education of girls has been stressed by the various Committees and Commissions appointed by the Government from time to time. *The Hunter Commission*, which surveyed the whole problem of education, recommended, as far back as 1882, that “rules be framed to promote the gradual supersession of male by female teachers in girls’ schools.” In 1929, the *Hartog Committee* recommended to the Government that “women teachers are needed not only for the teaching in girls’ schools.” In 1929, the *Hartog Committee* recommended to the best teachers for the primary classes in all schools. In the social conditions of today a school staffed by women will inspire greater confidence in the parents and make them more ready to send their children to such schools.” The *Abbot and Wood Committee* set up in 1937 made a categorical statement to the effect that women are better fitted than men

to be primary school teachers. In the *Post-War Educational Development Plan* of 1944, popularly known as the "Sargent Plan", the need for having an increased number of women teachers at various stages was recommended as follows:

"A particularly urgent need is that for a vast increase in the number of trained women teachers, apart from the pre-primary schools, where all teachers must be women, at least  $\frac{3}{5}$  of the teachers in primary (Junior basic) schools and one half of them in middle (Senior basic) schools ought to be women." It was also recommended that married women and widows should be increasingly employed in the profession since it is being realised that marriage and motherhood provided a background of knowledge and experience which is of inestimable value to women entrusted with the care and training of the young."

The *Secondary Education Commission* (1952-53) have also agreed that "so far as the nursery and primary stages are concerned, women are better teachers than men. In regard to middle schools also a considerable body of opinion is in favour of giving ample opportunities for women to be employed as teachers in these institutions." In spite of all these recommendations made to the Government during the last eighty years, the supply of women teachers has not kept pace with the growth of education and our changing concepts of the problem.

As stated in earlier Chapters, we have been deeply concerned at the very low percentage of girls attending schools and the extent of disparity of enrolment as between boys and girls at various stages. *One of the main causes for this big lag is the non-availability of the required number of women teachers for educational institutions.* There is universal agreement on this issue and there is, therefore, no need to discuss it. We are here more concerned with an analysis of the existing situation in this respect and the remedial measures to be adopted to increase the supply of women teachers.

3. **The Present Position**—The statistics about the number of women teachers employed in 1956-57 are given in the following table. It will be seen that, in 1956-57, out of 7,10,097 primary school teachers in the country only 1,21,265 or 17.1% were women. At the middle stage, out of 1,66,547 teachers, 31,080 or 18.7% were women. At the secondary stage, out of a total of 2,05,576 teachers, only 39,133 or 19% were women. At the collegiate stage, out of 41,961 teachers, only about 4,608 or 11% were women.

Looking at the distribution of the number of teachers in educationally less advanced States, we find that there are only 417 women primary teachers in Orissa as against 24,395 men teachers and only 1,540 women primary teachers in Rajasthan as against 15,303 men teachers. In U.P. there are 7,444 women primary teachers as against 72,952 men teachers. This vast disparity also obtains in States like Assam, Bihar, Tripura, Manipur and Himachal Pradesh. On the other hand, in the more advanced States, like Kerala, out of 46,577 teachers at the primary stage, 17,710 are women; in Madras out of 83,569 teachers, 27,081 are women;



and in Bombay, out of 1,06,957 teachers, 21,598 are women. At the secondary stage also, the position is discouraging. Rajasthan has 500 women teachers as against 4,984 men teachers; Orissa has 235 as against 3,007; U.P. has 4,547 as against 24,761 men teachers. The same trend may be observed in States like Assam, Bihar, Tripura, Manipur and Himachal Pradesh. In comparatively advanced States, the proportion of women teachers is larger. Kerala has 6,651 women teachers against 12,454 men teachers at the secondary stage and Madras has 4,536 women as against 16,127 men.

TABLE No.  
Number of Teachers in Primary, Middle,

States	Primary			Middle	
	Men	Women	Total	Men	Women
I	2	3	4	5	6
Andhra . . . . .	63,295	13,758	77,053	3,408	1,013
Assam . . . . .	18,107	2,471	20,578	5,493	782
Bihar . . . . .	45,561	3,656	49,217	17,061	1,383
Bombay . . . . .	85,359	21,598	1,06,957	30,210	7,918
Jammu & Kashmir . . . . .	2,091	399	2,490	1,574	303
Kerala . . . . .	28,867	17,710	46,577	7,946	5,232
Madhya Pradesh . . . . .	40,479	4,020	44,499	13,688	1,638
Madras . . . . .	56,488	27,081	83,569	3,145	1,677
Mysore . . . . .	40,802	7,851	48,653	10,015	2,214
Orissa . . . . .	24,395	417	24,812	3,143	216
Punjab . . . . .	18,457	5,310	23,767	5,320	2,177
Rajasthan . . . . .	15,303	1,540	16,843	7,813	1,521
Uttar Pradesh . . . . .	72,952	7,444	80,396	17,096	3,432
West Bengal . . . . .	68,191	5,907	74,098	7,143	876
A. & N. Islands . . . . .	41	19	60	9	2
Delhi . . . . .	1,869	1,392	3,261	731	539
Himachal Pradesh . . . . .	1,616	158	1,774	825	97
L.M. Islands . . . . .	26	2	28	..	..
Manipur . . . . .	1,995	53	2,048	373	5
Tripura . . . . .	2,123	246	2,369	404	53
N.E.F.A. . . . .	280	10	290	70	2
Pondicherry . . . . .	535	223	758	..	..
INDIA . . . . .	5,88,832	1,21,265	7,10,097	1,35,467	31,080

\*Includes Higher Secondary Schools also.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

## IX (1)

*Secondary Schools and Universities (1956-57)*

High Schools*			Universities & Colleges			Matriculation passed			
Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
7	8	9	10	11	12	13	14	15	16
4,421	13,959	2,206	16,165	3,371	293	3,664	20,090	2,940	23,030
6,275	5,401	755	6,156	665	46	711	6,861	1,410	8,271
18,444	11,315	700	12,015	2,461	134	2,595	39,445	2,500	41,945
38,128	23,396	5,952	29,348	5,562	649	6,211	55,441	14,816	70,257
1,877	1,738	504	2,242	333	84	417	2,603	497	3,100
13,178	124,54	6,651	19,105	1,476	437	1,913	21,918	11,207	33,125
15,326	5,968	1,539	7,507	2,414	228	2,642	12,264	2,009	14,273
4,822	16,127	4,536	20,663	3,104	735	3,839	23,267	6,115	29,382
12,229	6,045	1,535	7,580	2,100	248	2,348	N.A.	N.A.	N.A.
3,359	3,007	235	3,242	493	29	522	4,804	366	5,170
7,497	14,296	3,054	17,350	2,310	310	2,620	46,845	10,667	57,512
9,334	4,984	500	5,484	1,871	216	2,087	13,709	1,438	15,147
20,528	24,761	4,547	29,308	4,394	413	4,807	66,188	9,642	75,830
8,019	18,285	4,323	22,608	5,310	506	5,816	33,342	8,227	41,569
11	33	22	55	..	..	..	..	..	..
3,270	3,036	1,808	4,844	1,283	269	1,552	3,831	1,728	5,559
922	657	136	793	51	..	51	1,066	138	1,204
..	..	..	..	..	..	..	..	..	..
378	441	30	471	47	1	48	511	77	588
457	381	53	434	72	5	77	546	113	669
72	33	2	35	..	..	..	5	..	5
..	126	45	171	36	5	41	73	7	80
1,66,547	1,66,443	39,133	2,05,576	37,353	4,608	41,961	3,52,809	73,897	4,26,706

4. **More Women Teachers Required**—It is apparent from the above analysis that the number of women teachers employed is very small at present and that there is an urgent need for increasing the proportion of women teachers, particularly at the primary level. Several other considerations also have led us to come to the same conclusion. In Chapter V, we have stated already that the appointment of women teachers in primary schools will greatly increase the enrolment of girls. As pointed out by the *Hartog Committee*, "Any impetuous attempt to bring girls into boys' schools without adequate safeguards and without a reasonable proportion of women teachers would put the clock back and do more harm than good." The appointment of more and more women teachers in schools, therefore, becomes essential. Besides, girls who are admitted to schools are often withdrawn by parents as soon as they reach 11 or 12 years of age, because there are no women teachers in the institutions to look after them at such a crucial period. The Committee, therefore, strongly feel that every primary school should have an adequate number of women members on the staff. When more teachers are not available, at least one member of the staff should be a woman. In the middle and secondary stages also we feel, as already discussed in Chapter VI, that not only should there be a large proportion of women teachers in separate schools for girls but also that there should be women teachers in mixed or co-educational schools to look after the interests of girls. Even at the secondary stage, therefore, the country will need a very large number of women teachers. *We, therefore, recommend that the State Governments should take vigorous measures to increase the output of women teachers and to employ them in increasing numbers so that the existing low proportion of women teachers is substantially raised in the near future and brought at least up to the targets recommended by the Sargent Report.* One of the important measures to be adopted for the purpose would be to recruit as many women teachers as possible when vacancies are being filled or appointments are being made to posts newly created

5. **Requirements of Women Teachers for the Second and Third Plans**—We have so far described in very broad and general terms our increasing need for women teachers. In this context, it would be interesting to refer to a study made by the Planning Commission on a request made by this Committee. This study deals with the estimated number of women teachers required for the remaining period of the Second Five-Year Plan as well as for the Third Five-Year Plan. This estimate has been prepared after studying the whole problem of demand and supply of teachers at various levels and the requirements have been estimated separately for the Second and Third Plans. The bases for the estimates

are the recent trends and probable changes that might occur in them during the next few years. The requirements as estimated are indicated below:

TABLE NO. IX (2)

*Estimates of Women Teachers required for the Second and Third Plans*

No. of Women teachers (according to stages) required	Remaining period of 2nd Plan (in thousands)	Percentage of women teachers to total No. of teachers	Third Plan (in thousands)	Percentage of women teachers to total No. of teachers
Primary school teachers . . .	69.9	18.6	252.4	26.5
Middle school teachers . . .	20.0	19.3	25.5	21.2
Secondary school teachers . . .	11.4	19.3	15.0	21.2
College teachers . . . . .	2.84	12.5	3.46	14.5
<hr/>				
Total . . . . .	104.14		296.36	
<hr/>				
Grand Total of all Women teachers			4.005 lakhs	

This calculation is based on the following assumptions:—

- (i) For the Second Plan period, the targets, *viz.*, 86 per cent boys, 40 per cent girls or 63 per cent of children in Primary classes will be achieved.
- (ii) The overall teacher-pupil ratio will be 1:33.16.
- (iii) There will not be any major shift in the policy of recruitment of teachers for staffing the primary schools.
- (iv) For the Third Plan, in the 6-11 age-group 100.0 per cent of boys and 61.3 per cent of girls with a total of 80.5 per cent will be in school.
- (v) The overall teacher-pupil ratio in primary classes will be 1:40 as against 1:33.16 in the Second Plan.
- (vi) The target fixed for secondary education will be achieved.
- (vii) The target for the Third Plan would be on the basis of the existing trend in the expansion of educational facilities and based on the Education Panel's recommendations.

This estimate expects only 26.5 per cent of women teachers at the primary stage and 21.2 per cent at the middle and secondary stages to be employed by the end of the Third Plan. Though the percentages cannot be considered satisfactory, the position will have improved to some extent. *The problem before us, therefore, is to see how even this*

*estimated number of women teachers can actually be brought into employment during the coming years.* For this purpose it would be necessary to study, in the first instance, the reasons which are responsible for the existing shortage of women teachers.

**6. Reasons for Shortage of Women Teachers**—There are several reasons why a sufficient number of women have not been found to come forward and take to teaching. It is true that the conservative attitude of the people, the social customs prevailing in most States, and the desire of parents to settle their daughters in life through marriage rather than to train them for vocations, discourage women from taking up gainful occupations. But there is a definite change in these attitudes and an increasing number of girls are now anxious to take up suitable jobs which will occupy them until such time as they get married or even afterwards to enable them to supplement the family income. Nevertheless, there is still an objection to the girls' leaving their homes or living away from their homes or in any way allowing their work to interfere with what is considered to be their primary duty which is that of a home-maker. Moreover, the conditions in our villages are such that it is extremely difficult for even adult women from outside, leave alone young girls, to find suitable accommodation and to feel a sense of security. It is not easy for them to be accepted readily as a part of the closed community of the village and to be made to feel at home, so much so that girls who have been trained as teachers prefer to remain unemployed in towns where they belong rather than seek employment in rural areas, where conditions are unattractive though vacancies may be available.

Apart from the social difficulties, economic factors are also responsible for the lack of a sufficient number of women teachers. A basic educational qualification of the completion of the middle school is the minimum requirement for teachers, and in several areas it has already been raised to the completion of the secondary stage. Most parents find it extremely difficult to meet the cost of Middle or Secondary education. The training is also too expensive as it necessitates living in hostels, the cost of which is often prohibitive.

Even where parents are willing to make sacrifices in order to give the necessary education and training to their daughters, a major difficulty is that suitable training facilities are not available within what may be considered reasonable distances from their homes. Practically all secondary schools and colleges for girls and training institutions are situated in urban areas and girls belonging to the rural areas, however anxious to obtain education, have either to go without it or be bold enough to join a boys' school. This is particularly difficult in the conservative atmosphere of rural India. Thus it is that we often find that there is a surplus of trained teachers in certain areas, mostly urban, while in others, there is a shortage because there are no opportunities for education or training available to local women.

This un-even distribution or lack of mobility expresses itself in still another way. In some States like Kerala and Madras, we were told that there was a surplus of women teachers and suitable jobs could not be found for them because even the rural areas had a sufficient number of women teachers. This surplus of trained women, however, are unable to take up jobs in other States where there is a shortage, either because

of the language difficulty or because of parochial feelings or such other difficulties.

In more recent times, we find that there is also a tendency on the part of the younger generation to look upon teaching as a last resort to be selected only when nothing else more suited to their tastes is available. Partly because of the poor remuneration and partly because of the profession which has such a poor status in spite of all that is said to the contrary, girls are anxious to take up careers which appear to them more attractive and glamorous.

These varied social, economic and psychological reasons will have to be taken into consideration and adequate remedies will have to be devised to overcome them, if the existing shortage of women teachers is to be met.

**7. Measures to be taken to increase the Supply of Women Primary Teachers**—If we desire to increase the existing supply of women teachers in the light of the requirements of the Second and Third Plans, referred to earlier in paragraph 5, we shall have to adopt a number of measures to overcome the social, economic and psychological difficulties that now prevent women from taking to teaching as a career. Obviously, some of the measures that will have to be adopted in this respect would be applicable equally to men as to women. This is an old problem in educational administration and this is not by any means the first occasion when it is being discussed. Much has already been said by several other Committees and Commissions on the significant role of the teacher in educational development, the need for improving his general condition and status and the necessity for winning his whole-hearted co-operation in all plans of educational development. Various measures have been suggested for improving the economic and social status of teachers and a number of recommendations have also been made regarding qualifications, curriculum and training, and staff requirements of training institutions etc. The standards in regard to the training, recruitment and conditions of service of teachers prescribed in the Report of the Committee appointed by the Central Advisory Board of Education in 1943, read along with the changes made in subsequent years in the light of the Reports of the Indian Universities Commission and the Secondary Education Commission represent the minimum compatible with the success of a national system of education. We are in general agreement with these recommendations which are too well-known to be repeated here. We should, however, like to lend our full support to the following two recommendations which, in our opinion, are of extreme importance, if a better type of person is to be attracted to the teaching profession and the standards of education are to be raised:

- (i) *Teachers' Salaries*.—Among the problems that immediately concern the teacher none is more important than that of his salary, which is pitifully low. *Due consideration should be given to the increase in the cost of living as it obtains today and the present scales of pay of the teachers should be suitably revised.* The recent piecemeal revisions made by some of the States under the Government of India schemes for raising teachers' salaries do not meet the minimum requirements and the problem has to be dealt with comprehensively and without delay. *We also feel that there*

*should be no distinction between the scales of pay and allowances paid to teachers in Government and Local Board or Municipal institutions and those that are paid to teachers working under private managements.*

- (ii) *Triple-benefit Scheme for Teachers.*—With a view to enabling teachers to discharge duly their family and civic responsibilities without anxiety about their future and to give them security of service, the Secondary Education Commission recommended that *the triple-benefit scheme called the Pension-cum-Provident Fund-cum-Insurance Scheme be made applicable to every teacher who is employed permanently in an institution.* We feel that the Government should follow this up and see that this or a similar scheme is made applicable to all the teachers.

In the course of this Report, however, we are confining ourselves mainly to such measures as have to be taken in order to bring about a steady increase in the number of women teachers and as will induce more women teachers to work in rural and other areas where the shortage of teachers is very acute.

**8. Increase of Training Facilities for Women Teachers**—The first recommendation that we have to make on this subject is that an increase of training facilities for women teachers is essential in several parts of the country. As the position stands at present, it cannot be said that there is an overall shortage of training facilities for women. The existing position is shown separately for men and women teachers in the following tables.





Delhi **	.	.	.	1	2	3	2	..	1	..	84	245	329
Himachal Pradesh	.	.	.	2	..	2	2	..	..	.	160	38	198
L. M. Islands..	.	.	.	..	..	..	..	..	..	..	..	..	..
Manipur	.	.	.	2	..	2	2	..	..	..	137	10	147
Tripura .	.	.	.	1	..	1	1	..	..	..	58	23	81
N.E.F.A..	.	.	.	1	..	1	1	..	..	..	..	..	..
Pondicherry	.	.	.	..	..	..	..	..	..	..	..	..	..
INDIA	.	.	.	698	264	962	538	17	315	92	70,418	27,346	97,764

\* Excludes attached classes.

\*\* Figures relate to 1955-56.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

TABLE NO. IX (4)

## Training Facilities for Secondary Teachers (1956-57)

## NO. OF TRAINEES

## INSTITUTIONS\*\*

## Managed by

STATE	For Men	For Women	Total	Managed by				Men	Women	Total
				Govern-ment	Local Board	Private	Aided			

STATE	For Men	For Women	Total	Govern-ment	Local Board	Private	Aided	Men	Women	Total

I	2	3	4	5	6	7	8	9	10	11
Andhra	6	1	7	5	..	2	..	642	149	791
Assam	..	..	..	..	..	..	..	77	28	105
Bihar	4	1	5	3	..	2	..	501	91	592
Bombay	17	1	18	10	..	7	1	1,191	570	1,761
Jammu & Kashmir*	2	..	2	2	..	..	..	123	34	157
Kerala *	3	1	4	2	..	2	..	336	246	582
Madhya Pradesh	10	2	12	11	..	1	..	1,082	216	1,398
Madras	11	3	14	6	..	8	..	918	259	1,177
Mysore	15	9	24	11	..	11	2	487	124	611
Orissa	2	..	2	2	..	..	..	111	16	127
Punjab	11	4	15	5	..	1	9	2,507	1,295	3,802
Rajasthan	3	..	3	1	..	2	..	313	24	337

Uttar Pradesh	.	.	12	9	21	11	..	10	..	1,666	826	2,492
West Bengal	.	.	5	1	6	5	..	1	..	700	450	1,150
A & N Islands	.	.	..	..	..	..	..	..	..	..	..	..
Delhi	.	.	1	..	1	1	..	..	..	126	11	245
Himachal Pradesh	.	.	1	..	1	1	..	..	..	..	..	..
L. M. Islands	.	.	..	..	..	..	..	..	..	..	..	..
Manipur	.	.	..	..	..	..	..	..	..	..	..	..
Tripura	.	.	1	..	1	1	..	..	..	27	..	27
N. E. F. A.	.	.	..	..	..	..	..	..	..	..	..	..
Pondicherry	.	.	..	..	..	..	..	..	..	..	..	..
INDIA	.	.	104	32	136	77	..	47	12	10,807	4,547	15,354

\*\*Excludes university teaching departments and classes attached to arts and science colleges.

\*Figures relate to 1955-56.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

Nature of curricular differences envisaged—Need for a thorough examination of the aspect of simplification and modification of courses at the primary and middle stages and of courses in general education upto secondary—

Diversified courses for girls in secondary stage to be pre-vocational—need to introduce secretarial and office assistants' courses—courses leading to social work of various types, to pre-primary or primary teaching etc. All suggestions to be integrated with the general framework of the existing pattern.

## CHAPTER IX—TRAINING AND EMPLOYMENT OF WOMEN TEACHERS . . . . .

Women as teachers—the present position—need for vigorous measures to appoint more women teachers for the Second and Third Plans—reasons for shortage.

Measures to be taken to increase the supply of women primary school teachers—(i) salaries, (ii) Triple-benefit scheme, (iii) Increase of training facilities, (iv) small size training institutions, (v) girls' secondary schools and training institutions for primary teachers as combined institutions, (vi) training institutions to be located in rural areas

Securing women teachers for rural areas—(i) Inducing women teachers to work in rural areas: (a) Accommodation, (b) village allowance, (c) Husband and wife as teachers; (ii) Training women from rural areas as teachers (iii) girls from rural areas with 'Middle' pass qualification as primary teachers, (iv) scholarships for girls from rural areas, (v) special courses for adult women, (vi) age relaxation, (vii) protection for old age, (viii) financial assistance for training.

Selection of trainees: Pre-selection—Selection.

Improvement of training institutions for women—(i) hostels, (ii) creches for children of trainees, (iii) Preparatory classes, (iv) coaching classes, (v) part-time courses

Placement centres for women teachers—Demand and supply lists—Part-time teaching—Retention of untrained women teachers—teachers in areas where special dialects are spoken.

It will be seen from the preceding tables that the existing arrangements in the country provide for the training of 97,764 elementary school teachers, and 15,354 secondary school teachers. The number of women who are selected comes only to 27,346 or about 27·5 per cent for the elementary stage and 4,547 or 30 per cent for the secondary. The percentages of women trainees are larger than those of the total number of women teachers in the cadre as a whole. These statistics would naturally lead to a conclusion that the existing training facilities for women are adequate. But it has to be pointed out that these statistics conceal two significant defects in the existing situation. The first is that the existing training facilities for women teachers are unequally developed in the different parts of the country. In some States, there is a very large number of training institutions for women, so that there is a surplus production of trained teachers and a problem of unemployment is created. In others, there is an acute shortage of training facilities and trained women teachers are not available to the extent required. *We, therefore, recommend that immediate steps should be taken to set up additional training institutions for women teachers in all those areas of the country where a shortage exists at present.*

9. The second difficulty in the existing situation is that the average training institution for women is a fairly big institution. Bigger training institutions cut down the over-head costs and, from that point of view, it may probably be correct to have a few big training institutions rather than a large number of small ones. In respect of women teachers, however, such an arrangement creates a difficulty. As stated earlier, parents are unwilling to send their daughters to places distant from home and women also are generally unwilling to stay far away from their native place for the long period of one or two years which is required for their training. It has been rightly said that the sure way to spread education amongst women is to deliver it on their door-step. We, therefore, feel that people would have less resistance to sending their daughters to training institutions if they were to be established within easy accessible distance from their native place. *We, therefore, recommend that the average training institutions for women should be of a fairly small size and that an attempt should be made to start at least one such training institution for primary teachers in every district.*

10. We are also of opinion that a combined unit of high school and a training college for primary teachers is a better unit from every point of view. It reduces overhead costs and makes it possible to have a bigger group of workers, especially in rural areas. It makes a pre-selection test of would-be women teachers possible and also assists in discovering the aptitude for teaching which high school girls may have or even helps in creating it. *We, therefore, recommend that training institutions for primary teachers and girls' secondary schools should be developed together as a combined institution wherever possible and especially in rural areas.* In all such units, it would be advantageous to have a primary school also, partly as a Feeder to the High School and partly as a practising school for the training college.

11. Since most of the women primary teachers required for the Third Plan will have to work in villages, and as it is a recognised principle of education that training must be imparted in an environment which is very similar to that in which the trainee will be required to work later on, it is generally agreed that the training institutions for primary teachers

will have to be located in rural areas. But hardly any action is taken to implement this recommendation in practice. In the case of women teachers, however, it is absolutely necessary to locate their training institutions in rural areas. *We, therefore, recommend that a determined effort should be made to locate the training institutions for women primary teachers in rural areas.* As far as possible, all new institutions to be started in future should be located in rural areas only.

12. Securing Women Teachers for Rural Areas—As stated earlier, the shortage of women teachers is very great in rural areas and the main problem in primary education today is to secure women teachers for villages. Women belonging to the masses and rural areas are not educated. Women from the urban areas and upper and middle classes are educated but they are not willing to serve in villages for certain reasons which have been referred to earlier. This is the existing dilemma to which we have to find a solution.

In our opinion, there can be two solutions for the problem—one short-range and the other long-range. The short-range solution is to induce urban women to go to villages by offer of concessions and facilities, and the long-range solution is to train up village women belonging to the masses to work as teachers. Both these programmes will have to be taken up and developed simultaneously during the remaining part of the Second and the Third Five-Year Plans.

(I) *Inducing women teachers (who come mostly from urban areas at present) to work in rural areas.*—From this point of view, we make the following recommendations:—

(a) *Accommodation in Rural areas.*—One of the main difficulties experienced by women teachers in rural areas is the lack of suitable accommodation. The Government of India, in their scheme for expansion of Girls' Education and Training of Women teachers, have given a high priority to this aspect and we found that most of the States were eager to implement this sub-scheme. *We recommend that adequate provision be made in the Third Plan for providing women teachers with quarters,* as far as possible near the school. The same accommodation difficulty is experienced by women personnel engaged in other developmental activities. It is suggested, therefore, that as far as possible, quarters for women teachers, *Gram-Sevikas*, Women Social Education Organisers, *Mukhya-Sevikas*, etc., may be combined or be provided close together. It is also suggested that hostels may be started for women teachers and other women workers in central places from where they may be able to go to schools etc., in neighbouring villages during the day returning to the hostels in the evening. These arrangements will also add to the sense of personal security of the women.

(b) In order to encourage non-resident women to work in rural areas, *we suggest that some sort of a village allowance be given to such women as an inducement.*

(c) *Husband and Wife as Teachers.*—We have come across a number of cases where both husband and wife are working as teachers, but at different places. *We suggest that they*

may be employed as teachers in rural schools and posted together in one and the same place. This arrangement may also be encouraged by offering liberal inducement to wives of school masters to qualify themselves as teachers or as school mothers.

(II) *Training women from rural areas as teachers.*—While it is unavoidable at present to offer inducements to urban women to go to work in villages, the problem will not really be solved until we train up an adequate number of women from rural areas to be teachers. From this point of view, we make the following recommendations:—

- (a) *In employing women teachers, preference should always be given to persons from rural areas, whenever available.*
- (b) *Where the minimum qualification for recruitment is the completion of the Secondary school, women from rural areas are placed at a great disadvantage because secondary education is not yet as satisfactorily developed in villages as in towns. We, therefore, recommend that girls from rural areas who have passed the Middle school or an equivalent examination should be recruited as primary teachers.*
- (c) *In selecting candidates for admission to training institutions, girls from rural areas should be given preference.*
- (d) *A large number of scholarships should also be instituted in training institutions for women teachers to be awarded to girls from rural areas only. The amount of the scholarship should be such that the trainee should not be required to seek any other assistance to maintain herself at the institution.*

Two other recommendations made in a different context are also applicable here: (i) Middle school and secondary education of girls will have to be developed in rural areas as recommended earlier in Chapter VI; and (ii) more training institutions will have to be established in rural areas as recommended earlier in this Chapter.

**13. Special Courses for Adult Women**—We are aware that in order to step up the percentage of women teachers in the country, no single measure can be sufficient. A number of schemes have to be drawn up and put into execution. What no sweeping measures could at once effect may then be accomplished by a multiplicity of schemes, each contributing a little. It has been estimated that there are about 8 crores of adult women in the age-group 18-45 today. This includes a good number of widows, deserted and destitute women. Some of them have had education up to the primary stage; some up to the middle stage and a few up to the secondary stage; but the rest—the big majority—are practically illiterate. Such of these women as desire to be teachers may be selected and educated in special institutions (details of which have been dealt with in Chapter XI) and then admitted to suitable training courses of teachers. Scholarships and other facilities required may be extended to these women.

**14. Age Relaxation**—In view of the present critical shortage of women teachers, we recommend that the maximum age limit for entry into service may be relaxed as greatly as possible in the case of women



*teachers. The relaxation should be made up to 40 or 45 years of age at least. We have noted that the Ministry of Education has drawn the attention of State Governments to this and some State Governments have already relaxed the age requirements. We are confident that this measure will enable a number of adult women to take to teaching after the completion of their general education and training. In this connection we also suggest that the age of retirement may be extended to 60 in all States provided the teacher is physically and otherwise fit. We are suggesting this after taking into account the expanding need for qualified and experienced teachers.*

When women of an advanced age are recruited as primary teachers by relaxing the conditions regarding the minimum age at the time of recruitment, another problem is created. The existing rules of pension, provident fund or gratuity have been based on the assumption that a person would ordinarily join Government service at the age of 25 or so and retire after a service of 25 to 30 years at the age of 55. Under these rules, the women who will join service at a late age will not get adequate protection for their old age. This is a problem for experts and we cannot make any specific recommendations on the subject. *We should, however, like to request Government to have this problem examined and to make some special provision for women teachers who would be recruited at a late age and to see that they get adequate protection for old age in the form of a pension or some modified form of the triple-benefit scheme that we have recommended elsewhere.*

**15. Financial Assistance during the Period of Training—**We recommend that, in order to attract more women to the teaching profession, *it would be desirable to exempt all women trainees in the training institutions for primary teachers from the payment of tuition fees. In respect of secondary teachers, however, only those women trainees whose guardians have an income below a specified level should be exempted from the payment of tuition fees.*

We further recommend that *an adequate number of scholarships should be instituted in all training institutions so that all women trainees in need would receive adequate financial assistance to cover their expenses, other than tuition fees, while under training.*

**16. Selection of Trainees—**It is necessary to improve the existing procedures for the selection of women trainees as well as the quality of existing training institutions if the standards of teaching are to be improved.

(i) *Pre-Selection.*—The first question for consideration is the basis of selection for training. We are of the opinion that suitable pupils, particularly from rural areas, who wish to become teachers may be picked out during the last two years of their Middle school or secondary course. For this purpose they may be given opportunities of visiting other schools and of teaching pupils of lower classes. We recommend that such pupils who are earmarked for training may be given free secondary education. They may also receive special scholarships, if they are prepared to work in rural areas. This selection should always be done after taking into account the candidates' aptitude, interest and suitability for teaching. This method of 'Advance selection' has the advantage of ensuring that intending trainees, before joining

training schools or colleges are likely to make good. There should also be no difficulty for these pupils in securing admission to training institutions after the successful completion of their school course.

(ii) *Selection*.—When selecting candidates for training, training institutions should not only give consideration to academic attainments and the minimum educational qualifications prescribed but should also give thought to the background of the trainees. The problem is not only to select as many qualified women as possible but also to select such of them as would be in a position to serve in rural and other shortage areas. Candidates who belong to rural areas or who have relatives there, who have an acquaintance with village life, who have knowledge of village crafts, who appear capable of adjusting themselves to a rural life should be given a prior consideration. We are also of the opinion that adult women, particularly widows and others who may have to fend for themselves, should receive special attention. The fact that they may have obtained the basic qualification by taking up condensed courses and appearing privately for examinations, should not go against them. The recommendation of such candidates by voluntary organisations engaged in women's welfare work should add to the suitability of their selection. After training, these women can more easily be expected to serve in rural areas. We understand that, during the remaining years of the Second Plan and in the Third Plan, a few thousand *Gram-Sevikas*, who are employed in organising *Mahila Mandals*, *Balwadis* etc., are likely to be gradually released as and when voluntary effort on the part of established *Mahila Mandals* takes over these functions. This opportunity should be seized by the educational authorities to take over these young women as primary school teachers and subsequently send them for training. A large majority of the *Gram-Sevikas* have matriculation qualification, and more important still, they have lived and served in rural areas. They would ordinarily possess an experience and an approach which would be most suitable for teaching.

17. *Improvement of Training Institutions for Women*—Our attention has been invited to the fact that the existing conditions in training institutions are not always satisfactory. As training is extremely vital to the development of education, it is necessary to improve the standards of training institutions as greatly as possible. From this point of view we make the following recommendations:

(i) Adequate provision for hostels should be made in all training institutions, especially those for women. *We, therefore, request that Government should take immediate steps for provision of hostels in all training establishments. Rented accommodation may be provided as a transitional measure.*

The necessary budget provision for construction of hostels in Government institutions should be made as early as possible. *Voluntary Organisations conducting training institutions for women should be assisted either by a grant-in-aid or a loan which would cover the total cost and be interest free, if possible.*

In all training institutions it is necessary that the members of the staff should also live on the campus in order to bring about a closer relationship between the teachers and the trainees. It is therefore, essential to make adequate provision for staff quarters in all training

institutions. This need becomes more urgent in the case of women teachers. *We, therefore, recommend that steps on the lines indicated above for hostels should also be adopted in so far as the provision of staff quarters is concerned.* This becomes almost indispensable for training institutions located in rural areas.

(ii) In training institutions, residence of trainees is ordinarily compulsory. While this is desirable in the interests of training, it can also cause hardships to women who have responsibilities in their homes. *We suggest that, in such special cases, this rule may be relaxed and a more liberal policy followed.*

(iii) It often happens that women have to nurse very young children at the time when they are selected for training. *We, therefore, recommend that in all training institutions for women teachers, arrangements should be made for a creche which will take care of such children.*

(iv) *We are of opinion that training institutions for women teachers should make provision for instruction in Fine Arts and Home Crafts.* Steps should, therefore, be taken to make such provision in Government institutions where it has not been made. Adequate grants-in-aid should also be provided to private institutions to enable them to make this provision.

18. **Preparatory Classes**—As a considerable number of women teachers are required during the Second and Third Plans and as an adequate number of candidates with the usual academic qualifications are not available at present, we feel that training institutions for primary teachers should be encouraged to develop preparatory sections attached to them. Adult women whose educational qualifications are not up to the prescribed standard for admission to training should be first admitted to these preparatory sections and trained through condensed courses in such a way that they would reach the standard prescribed for admission to training in the shortest time possible. Such preparatory sections should be attached to private institutions which are more suited for this work. If no private bodies are available, they may be attached to Government institutions. Liberal grant-in-aid should be provided to private training institutions conducting these classes. Some aspects of this problem will be discussed in a later chapter on special educational facilities for adult women (Chapter XI).

19. **Coaching Classes**—The Committee is also aware of women who have obtained less than the required minimum marks in some subjects and who are consequently not admitted to regular training institutions. In such cases, we recommend that special classes of 3–6 months' duration should be arranged and the women given the needed coaching. They should then be admitted to regular training institutions.

20. **Part-time Courses**—With all the measures suggested above, it may still not be possible for a number of women to take up training. We, therefore, agree with the suggestion that as a short-term policy, part-time courses should be made available to women who could spare a little time and with necessary training take up teaching as part-time workers. Such part-time courses may be arranged in the morning or evening. It will,

of course, be necessary to extend the total period of training. Such part-time student-teachers should also be eligible for some stipend during their period of training, and, if such stipend is given, they should undertake to perform the duties of a teacher (on a part-time basis) for a minimum period of three years. Similar recommendations have also been made by the Secondary Education Commission.

**21. Placement Centres**—Other measures will also have to be taken for enhancing the number of women teachers. We suggest in this connection that every training institution in the country should set up a 'placement centre' where trainees will be required to register their names for employment as teachers. It should be the function of each centre to locate the vacancies for which candidates are to be recommended. Such centres should collect and supply relevant information regarding prospective candidates to the employers. The centres will recommend suitable names to the employment authorities of the schools functioning within the jurisdiction of the centre. The Government should issue directives to all managements and other employment authorities to avail themselves of the services of these centres for filling up vacancies in their institutions. We expect this will go a long way in fixing up a good number of women teachers after completion of their training.

Sometimes, candidates invited for interview do not even have the money to travel; So they fail to attend the interviews and are not selected. In Japan, the employment exchanges give financial help to such persons—sometimes as a grant and sometimes as a loan which is to be recovered on employment. *We recommend that some suitable system of this type should be adopted for all persons, and especially for women.*

**22. Demand and Supply Lists**—We are also of the view that the State Education Departments should maintain up-to-date lists giving the supply-demand position of teaching personnel and should satisfy itself that a sufficient number of women teachers have actually been appointed in the different institutions taking into account the number of vacancies occurring and the number of qualified women available. This list should be forwarded to the Central Ministry of Education annually within three months of the re-opening of schools. The Central Ministry, after consolidating the information every year, should take necessary action to improve the position of women teachers, wherever necessary.

**23. Part-time Teaching**—As the conditions stand at present, part-time employment of teachers is discouraged, with the result that women who choose teaching as a profession are required to put in whole-time services. This often interferes with their responsibilities at the home and consequently several women eschew teaching altogether. We believe that, in the present circumstances of the country, it would be wrong to deprive the educational system of the services of such women. *We, therefore, strongly recommend that conditions should be created which will enable women to manage their responsibilities at home as well as to do some teaching work.* This is possible only if the system of part-time teaching is adopted in our schools on as large a scale as possible. There are a number of women who can spare two or three hours a day for teaching without neglecting their homes. To make the suggestions practicable, such teachers should always be mixed with regular teachers and the timetable drawn up very carefully. We discussed with Heads of schools the feasibility of employing women teachers on a part-time basis, but many express themselves against such part-time employment on the ground

that teachers who worked part-time were not willing to shoulder the various responsibilities like supervision of games or organisation and management of co-curricular activities, and at times, even correction work, as a result of which the teachers working full-time have to bear the additional burden of these responsibilities. We have considered the question from the point of view of the schools as well as the women to be employed as part-time teachers and we feel that part-time employment can be regularised in such a manner that these responsibilities are taken up by the part-time teachers.

24. **Untrained Teachers**—We have also been informed of the tendency to fill in a certain number of posts after the re-opening of schools with untrained staff, who are then discontinued at the vacation time. This deters women from going in as untrained teachers. In the case of women, at least, we feel that once they are taken as untrained teachers, they should be retained in the staff and sent for training subsequently.

25. **Teachers working in areas where Special Dialects are Spoken**—Our attention has been invited to a special difficulty that is experienced in primary schools. In several parts of the country, the people speak dialects which have neither a script nor a literature. When women from the area itself are appointed as teachers, no difficulties are created because they know the dialects spoken by the children. However, in most of these areas, it is not possible to get local women as teachers and when women from other areas who do not know the local dialect are appointed, this leads to difficulties in the working of the schools. In order to meet this difficulty, we suggest that provision should be made for giving compulsory training in the local dialect to all such teachers as an integral part of their professional education.

**In this chapter** we have tried to highlight some of the problems which face women teachers in the country today. These are but a few and do not comprise the number of difficulties which are common to the whole profession and which are responsible for this low state to which this once honoured profession has been brought. We have also suggested several measures which should be taken if more and more women teachers, so necessary for the expansion of girls' education are to come into the profession. Some of the suggestions are reiterations of recommendations made in the past to Government but which for one reason or the other have not been actively and consistently pursued. We are confident, however, that all such reasons will not now influence Government and every effort will be made to assist the teacher in gaining his rightful place and serving the urgent needs of the nation.

## VOCATIONAL EDUCATION AND TRAINING FOR EMPLOYMENT

We have been asked by the Government to examine the possibility and the method of encouraging a larger number of women to go into vocational trades by providing suitable vocational training as a part of their formal education or through special courses designed for adult women.

2. Before proceeding to examine the problem in detail, we wish to discuss one or two questions which were raised in the course of our talks with parents and others, in regard to women taking up employment. It was several times pointed out to us that if women took up employment seriously, there was every possibility of an undesirable situation arising in which they might not be able to give the required attention to their children and their homes. We agree that for practically all women everywhere, and more so in our country, where a very few remain unmarried, the upbringing of children and the care of the home is a primary function and under no circumstances should they neglect their duties. But we are of the opinion that without any dislocation of the home, women can easily spare a few hours every day for outside activities, which would develop their minds, interests and careers. They can more easily be relieved to take up such work, if the drudgery of the Indian home is reduced and home-life simplified, and if men take a larger share in the responsibility of running a home, as we think they should, if there is to be real companionship and partnership between husband and wife. *In order, therefore, that women may be enabled to attend to their homes properly, as well as to take up some suitable employment, we recommend first that as a policy the employment of women on a part-time basis, wherever feasible, should be accepted and more and more opportunities should be thrown open to women in the form of part-time work, which can be undertaken in and outside the home. At present few such opportunities exist, with the result that many women who are anxious to take up some gainful employment are unable to do so. We consider the provision of such a facility to be most important.*

3. Another point which was brought up fairly frequently, was whether in an overpopulated country like ours where all active young and adult male workers are not fully and gainfully employed, and where even those who are workers are often under-employed, it would not lead to greater unemployment among men, if women entered vocations in larger numbers. It was, therefore, argued that the problem of employment of women and giving vocational training to them for procuring jobs, is of secondary importance from the point of view of the national economy. We do not think that there is anything wrong in the trend of women entering vocations, especially when the percentage of women in employment is so low. Men and women employment-seekers belong to the same labour force and in the larger interests of the society it does not make much difference whether the job goes to a boy or a girl, to a man or a woman, for whoever

Facilities for securing employment—functions of employment exchanges—career information centres—Mobilising public opinion for creating proper atmosphere for working—Need for trained counselors—regular career conferences—career films and filmstrips on occupations available for women—co-ordination committees in employment exchanges—steps to be taken to ensure gainful employment immediately after completion of training courses—periodical visits by employment officers to training institutions.

Recruitment Rules—Steps to be taken to encourage the entry of an increasing number of women into all suitable occupations—Relaxation of age and retirement rules—Hostels for working women—creches for care of children of women in employment.

## CHAPTER XI—SPECIAL EDUCATIONAL FACILITIES FOR ADULT WOMEN . . . . .

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The problem of providing special educational facilities for adult women—Justification for such facilities—(i) on humanitarian grounds, (ii) as a measure of social justice, (iii) immediate and urgent needs of plan schemes—Some objections examined.

Nature of facilities—Condensed courses to prepare women for the Middle School examination—to prepare them for High School or Higher Secondary examination—to prepare them for teaching, etc. Duration of these courses—necessary conditions for the success of condensed courses such as hostel facilities, smaller size of classes, etc.—Examinations.

Moreover, for the implementation of the various development plans, large numbers of trained women are required to work as physicians and surgeons, nurses and midwives, health visitors and compounders, teachers and school mothers, librarians and social education organisers, social welfare workers and labour welfare officers, *gram-sevikas* and other social workers, stenographers and typists, telephone operators and receptionists, assistants/clerks and so on. This indicates that a considerable number of women will be needed in the coming years (Planning Commission's estimated number of women personnel for the next 7 years is given in chapter XVII) and, therefore, there is an urgent need for encouraging the entry of more and more women to gainful occupations so as to enable them to participate in all suitable projects of national reconstruction.

**6. Women in Employment—Main Conclusions of Labour Bureau's Study**—It would be relevant to mention here that the Labour Bureau Simla, in collaboration with Labour and Employment Division of the Planning Commission, has made a useful study of the pattern and trends of employment of women from 1901 to 1956. This study surveys the employment position of women, compares it with the position obtaining in other countries and gives its conclusion. The main conclusions arrived at are given below:

- (i) "On the basis of an international comparison of women's employment, it may be stated that with the rising tempo of industrialisation in the country and the consequent development of trade, commerce and social services, the number of women workers is bound to increase and this number will specially increase in the tertiary sector of the economy. Moreover, the changes which are taking place in our social attitude would help accelerate women's employment in all spheres of the economy. We see an increasing number of women employed in private and public offices in different kinds of services.
- (ii) "At present the percentages of women engaged in industry and services are 7 and 11.4 respectively. These participation rates are most likely to increase and the professional and technically trained women will have a larger share among their total numbers.
- (iii) "The more recent trend in industrial growth has been the establishment of medium sized units and it is hoped that in such units there will be sufficient opportunities for employment of women."

**7. Some Difficulties in Girls taking up Vocational Training**—Vocational Education for girls and women to equip them for taking up specific occupations is relatively a new concept in our country. It is a matter of comparatively recent development even in the West. The problem of devising suitable courses in vocational education in this country is a difficult and complex one. Difficulties arise because the existing system of general education has been carried on for generations with little regard to the needs of industry and commerce. The main object so far has been to secure 'Literary Education'. Complexities exist because of the lack of co-ordination between training facilities and requirements of the country. The training facilities for vocational education are also inadequate.



as there are only 3,266 institutions for different kinds of vocations in such a vast country as this, with a population of over 39 crores. We also find that the variety and number of available courses are insufficient to meet the requirements. Needless to say, the number of girls and women taking up vocational training is extremely small and compares poorly with that of boys and men.

In regard to such questions as the type of employment to be taken up or living away from home for purposes of vocational education, the family, mainly in the lower class and middle class income-groups, is often guided by the community traditions and its social and moral opinions are brought to prevail on girls. Very often they are prevented from taking up any sort of training and they have to remain as silent spectators of the miseries of the family. It is not surprising, therefore, that many girls do not get opportunities to join some vocational course or other.

Another reason is that generally girls look to marriage for their future and, therefore, give up the idea of vocational education which may involve two or three years of training. In addition to this, there exists an undeniable apathy among a number of them in regard to their training for a job.

Further, girls studying in primary or secondary classes are not in a position to go in for any type of vocational education because of the absence of facilities. The opportunities for girls in vocational education are unequal, firstly from the numerical point of view and secondly from the type of the education imparted. In the case of boys, there is provision for training for all the fields and levels of work, but in the case of girls, training is provided only for a very restricted number of trades or occupations. Many of the secondary schools in the country have not introduced vocational subjects for study. In the schools where such subjects have been introduced, girls tend to select humanistic subjects and very often exclude science or industrial subjects. This happens in the absence of proper guidance services to help them to consider their educational stage preliminary to vocational training. The general education, as a rule, also conditions them more for home making than for remunerative purposes, which again is a handicap to them. Besides, measures of assistance in the form of stipends, free accommodation, freeship etc., extended to girl students are utterly inadequate and insufficient to attract a large number of them for training. We have observed that in most of the States there is, in practice, a fund of prejudice resulting in considerable restraint on women in the exercise of their vocations and this narrows the employment market for women to such an extent as to discourage them from undertaking systematic training.

There is above all a great number of unemployed men in the field and this limits the extent of women's entry into most of the training courses suitable for both of them.

All these factors have been responsible in one way or another for adversely affecting the position of women in vocational education. Girls have not been given sufficient incentive to prepare for employment.

8. Need for an All India Survey—We are of the view that no programme of vocational education will succeed unless it takes into account the local vocational education needs. Enlistment of full cooperation and

participation of various interests like agriculture, industry, commerce etc., is very necessary to determine and draw up suitable schemes of vocational education. We consider, therefore, that a thorough investigation regarding local needs, types of training courses required to meet the demand, extent of participation of boys and girls as well as of men and women in such courses, factors affecting the access of a larger number of girls and women thereto etc., is an indispensable pre-requisite to the introduction of any such scheme or schemes which lay claim to meet the real needs of the country.

9. The International Labour Organisation (1958) has made a useful study in this connection and has submitted to the Government of India a report on the condition of women's work in seven Asian countries including India. It has been recommended therein that "(i) The Governments concerned should undertake a systematic survey of vocational training needs and opportunities for girls and women. (ii) The appropriate authorities should analyse the use made by girls and women of the existing training facilities in an effort to determine the factors which limit access by girls and women to all types of facilities and to encourage wider use by them of all types of facilities. (iii) That on these bases the appropriate authorities should formulate plans and programmes for the training of girls and women which would *inter alia*:

- (a) promote the vocational training needed to develop earning skill outside the home,
- (b) extend training opportunities for women for industrial, commercial and public service occupations in accordance with the developing needs of each national economy,
- (c) promote awareness of new opportunities and needs for women workers in such fields as social welfare, nursing, chemical and pharmaceutical employment and office work and of occupational shortage areas for which women might be trained, and
- (d) increase and variegate vocational training opportunities in village centres and in rural areas generally."

*We recommend that a thorough survey of vocational training needs and of employment opportunities for women be undertaken immediately by the Government with a group of experts and representatives of concerned Ministries with adequate time and ample resources at their disposal. Such a survey, we are sure, will discover the occupations available for women in different localities of the country depending on the needs of the area.*

10. A comprehensive and coordinated plan on the basis of such a survey cannot be formulated within a short space of time. There is no reason, however, why some action should not be taken at the same time by the Government to provide training courses and facilities to prepare women for avenues of employment where there is dearth of qualified hands and diversion into which it so patently called for. We give below some of these avenues.

11. **Avenues for Employment—Women in Factories**—"Women are generally employed in establishments where the atmosphere is congenial and job operations are less hardy. They are also suitable for unskilled jobs not involving strenuous manual labour." In view of this, there is good scope for the employment of women in industries like textiles in their sub-groups—Jute, Silk, Cotton and Wool—, in tea factories, Match factories, Lac factories, cashewnut factories, Tobacco industries, Chemicals and Chemical products, Processes allied to agriculture, Paper and Paper products, Food except beverages, non-metallic mineral products, toy factories, electrical goods factories, Plastic industries, etc. In big manufacturing industries where hard or strenuous working conditions prevail there is not much scope for employment of women.

12. **Women in Small Scale Cottage Industries**.—This field is likely to offer a very large scope for employment of women. As gainful occupations, these industries are most suitable for women, as women generally look after the domestic duties while men do all outdoor work. This means women have not much time or inclination to spare for doing outside jobs. But they would willingly take up any part-time occupations if such occupations are available as home industries. Since many of the cottage and small scale industries can be carried on as home industries on a part-time basis, we feel they can provide profitable avenues of employment for women.

The types of cottage and small scale industries for which women may be suitable include tailoring with embroidery work, knitting of woollen garments, lacquer work, thread ball-making, leather work, commercial art, fruit preservation, preparation of pickles, packet making, toy making on a cottage basis, preparation of sweets, rice products, *dal* products and dairy products, manufacture of earthen wares, ceramic goods, hosiery, sports goods like shuttle cocks, preparation of mats, plastic goods on a cottage basis, cane and bamboo products, perfumeries such as scented hair oils, cosmetics, udubathies and manufacture of matches, soap, ink etc., on a cottage basis. In many of these fields some women are already working either through individual efforts or State-aided establishments.

The question, therefore, arises how employment can be created for women in these industries. *The Committee is of the view that it is not so much a question of finding women for jobs already available in these fields as that of creating new employment opportunities through organisation of suitable production units.*

In cottage and small scale industries women can either be self-employed, employed through women's co-operatives or employed under schemes for development of these industries to be undertaken by the Government or other public bodies including voluntary organisations.

*Wherever women come forward to organise any such industry as individuals, we recommend that Government should provide necessary assistance and guidance. Assistance may be in the form of loan, subsidy, supply of equipment on hire-purchase basis, supply of raw material and adequate marketing arrangements for sale of the products. Co-operatives or other organisations may also be helped in a like manner. We have carefully examined this question and are convinced that this field has a high employment potential so far as women are concerned. We are aware that a large number of development schemes included in the Second Plan in*

this field have been going to be implemented by the State and Central Governments. But for the creation of employment opportunities for women, there are not many schemes and if there are some they do not take advantage of the existing possibilities and do not meet the long-standing needs. Women are employed under different schemes here and there as incidental requirements. This problem has, therefore, to be tackled on a planned basis to improve the strained economic condition of the lower middle class and poor families. *We, therefore, recommend that the Government should formulate a number of small scale industrial schemes calculated to meet the needs of women in consultation with the Departments concerned.*

13. **Other Fields**—There are a number of other fields in which women are required to be engaged in large numbers, if our plans and projects for the Second and Third Plans are to be successfully implemented. The study made by a group in the Planning Commission gives a rough estimate of woman-power requirements (summary in Chapter XVII)—of teachers at various levels, health personnel of different categories and welfare workers etc. These are fields of employment which are attractive to women who wish to take up careers in a serious way.

There is therefore good scope for:

- (i) training women in subjects like typing, stenography etc.
- (ii) short term courses to make women job seekers fit for certain types of factory work as indicated before in our report, which may be started as adjuncts to factories as also existing training institutions wherever possible.
- (iii) training women as health personnel to meet the demand for doctors, nurses, pharmacists, midwives, *ayahs*, sick-bed attendants, hospital almoners, occupational therapists, masseurs, dietitians etc.
- (iv) training women in teaching (treated elsewhere in the report).
- (v) training them in small scale industries.
- (vi) training them in cottage industries.
- (vii) training them in social services for village level workers, *Mukhya-Sevikas*, extension officers, *Gram-Sevikas*, etc.

14. At present practically all Government employment, and following Government, a good deal of professional and industrial employment is conceived of in terms of a whole-time daily occupation extending over the entire working life of the person that is to say a period of 30 or 35 years. *We believe that for a very large category of occupations it is not necessary to conceive of them in terms of daily full-time work and in terms of a life long career.* In order that women may be able to take full advantage of employment opportunities, it is essential that wherever this can be done without detriment to the occupation, part-time work and employment, extending over relatively short periods should be introduced. As large a number of jobs and trades as possible should be sliced off from whole time employment and farmed out on a piece-wage system for being done either on factory sites or in their own homes by women. It is understood that in Japan industrial establishments customarily get their jobs, on particular components of the products manufactured by them, done on

this system of giving the work out to women in their homes. Large numbers of women will at all times have to occupy themselves with household duties. Generally, these duties are not continuous. It is, therefore, difficult for them to spare 7 or 8 hours at a stretch and work elsewhere. But they can find time to work in their homes alongside of household duties or can spare three or four hours a day and work outside. *We, therefore, reiterate that the Government should accept the principle of part-time employment for women and permit as many jobs as possible being done by women on a part-time basis either in their homes or in suitable places.* This will naturally mean provision of part-time training on a wide scale in addition to full time training.

15. Vocational Training—Training in vocations can be given either as part of formal education which will be full-time or as special course designed for adult women which may be part-time or full-time.

As there is a great variety of occupations available or to be made available to women and different levels of proficiency in general education are required for each one of them, training as part of formal education, or through special courses can be given to four groups, which we have broadly categorised (See also Chapter XVII) as:

- (i) those trades requiring "Primary" as the minimum educational qualification;
- (ii) those trades requiring "Middle" as the minimum educational qualification;
- (iii) those trades requiring "Secondary" as minimum educational qualification;
- (iv) those that require "University" education as the minimum educational qualification. We have also given in Chapter XVII a list of trades in which training facilities at different levels are available in different States. It will be seen there from that adequate training facilities do not exist for these trades, for women. *We, therefore, suggest that Government should take immediate action by providing additional seats for women in existing training institutions and/or starting new training Centres in vocations suitable to women.*

16. Vocational Training with Primary as Basic Qualification—Training at this level is generally pre-vocational, its character being mainly exploratory of aptitudes and abilities with a view to guiding and orienting the pupils for vocational training as such at the middle stage. In the case of adult women and in the case of some of the pupils this training will be final. It can be conducted in schools during the day alongside of general education. In the case of adult women we feel that this training can be given alongside of "continuation education" as it is mainly intended for those who can start life in the ranks of labour. Provision will have to be made for part-time courses in a number of cases. Training will also have to be given in several cases in training-cum-production Centres.

17. Vocational Training with "Middle and Secondary" as Basic Qualification—Vocational education at this stage is either a continuation of pre-vocational training provided at the "Primary" level or it is a unit in itself. We are of the view that training provided at this stage should not overlap with what is provided for "Primary" level.

These courses can be organised in the form of vocational sections of general, middle or secondary schools or in multipurpose high schools. Such training will also have to be provided in separate vocational schools or in apprenticeship classes or Training Centres or Workshops. Day or evening continuation schools may also provide training on a part-time basis for adult women.

In most western countries full time training of 2-4 years in the fields of commerce, trade, industries and home economics is provided at the lower secondary (middle) level. The proportion of girls enrolled in industrial schools or technical schools is small in these countries also. In commercial schools, however, the proportion of girls is about equal or higher than that of boys with few exceptions. In schools for home economics the enrolment is, of course, entirely feminine. The same sort of trend continues in our country also, with one difference *i.e.*, the number of girls enrolled and institutions giving these types of training is extremely small. *As more girls are entering commercial courses, therefore, we suggest that the number of seats available for such courses should be increased and opportunities given for more women to take up these courses. Our attention has been drawn to the fact that girls are finding it difficult to secure admission in Polytechnics in some States. We, therefore, suggest that such difficulties should be removed and the polytechnics offering courses suitable for both boys and girls should be made co-educational. We would like to stress here the need for giving a thorough grounding in courses which are intended to enable women to take up secretarial and administrative work.* In work of this type not only it is necessary to give training in the skills required but training should also be given in acquiring a certain degree of self-confidence, alertness and general competence in handling matters.

18. The Committee has also one suggestion to make in respect of training in home economics. This training is primarily designed to prepare girls for home making and the girls, after completing the training, do not get any gainful employment except as teachers. *We, therefore, suggest that in the case of home economics the training may be organised in such a way that in addition to preparing women for home making it will help them to earn a living.* For this we suggest that while teaching home economics some form of specialised training in sewing for the clothing industry, house keeping for institutions, catering for hotels and restaurants, nursery care etc., may also be given.

19. Part-time Vocational Training with "Middle and Secondary" as Basic Qualification—Depending upon the nature of the vocational trade, we feel that it should be possible for arranging part-time training for this level, too, in apprenticeship centres by giving training for 8 or 10 hours per week. In a number of European countries most of the vocational education is part-time and much of it takes place in the evening. We feel that for adult women taking up training at this level part-time training for 8 or 10 hours per week in the evenings will be suitable and convenient and suggest that this arrangement be made, as far as possible and as necessary. We consider this to be a most useful form of vocational education. It may be organised by giving pupils essential preliminary training to make them of some value to employers. They should then be divided into two groups, alternating with each other in institute and

employment by suitable timings. This system, besides giving real vocational experience on real work under real employment conditions, greatly reduces the expense on vocational education. It also offers the most effective form of tryout experience and greatly helps in placement as in most cases the employer on completion of the training courses continues the pupils in full-time employment. The actual working experience gained under this system automatically recommends them to other employers, if necessary. We realise that there are difficulties in securing the effective cooperation of the employer. We are also conscious that the employer may try to exploit the pupils and keep them longer under part-time training. These difficulties can be overcome by suitable effort on the part of heads of vocational institutions and their staff. *We, therefore, feel that this system of part-time training will be most suited to Indian women and we recommend that this type of training should be expanded, as far as possible. We are sure that this will encourage a large number of adult women to take up gainful occupations.*

20. As we go to the secondary stage, we find that opportunities for girls are further restricted and that they are left with the choice of only a few vocations. We, therefore, suggest that more and more opportunities should be made available to girls and women at this stage also. *In order that a larger proportion of girls and women from villages and rural areas may be enabled to obtain vocational training, we recommend that training should be provided in boarding schools, where they may be given room and board completely free.*

21. **Vocational Training—University Stage**—Universities have faculties or departments for agriculture, engineering, commerce, medicine etc., suitable to women, but the number of girls participating in these courses is very small in comparison with boys. *We suggest that as far as possible they be encouraged to take up these courses in larger number by offering scholarships and other concessions.*

The whole problem of professional training of women has been taken up separately in Chapter XIII.

22. **Starting of Training Courses**—We have stated earlier the need for determining the community needs for vocational education. After obtaining full information regarding local vocational education need, it is left to the authorities to start suitable training courses. Such training courses should invariably take into account the employment needs and this will have to be done by collecting information from the employers, from labour leaders, from workers, other interested persons and from personal inspection of production.

*We are of the opinion that in the case of women, vocational institutions should restrict courses of training to occupations for which there is a local need sufficient to absorb them after training in the same locality, as far as possible. When once the authorities have ascertained the types of training for which there is local need, the next question is to see how the school courses of instruction will meet the need. The authorities of the institutions should be able to satisfy both the workers and employers in this connection.*

a separate section called 'Women's Section' deals with the employment assistance to women. The functions of the Employment Service are as follows:—

- (i) to assist workers to find suitable employment and assist employers to find suitable workers;
- (ii) to facilitate occupational mobility with a view to adjusting the supply and demand of labour;
- (iii) to collect, analyse and make available information on the situation of the employment market in the country as to occupations and areas; and
- (iv) to assist, as necessary, other public and private bodies in social and economic planning to ensure a favourable employment situation.

We have no doubt that the employment service will be of much help in the placement of women in various occupations. *We are of the opinion that if the Employment Exchanges adopt the system of paying the travelling expenses of those who are called for interview through them, in the form of a loan, which will be repayable in easy instalments if the candidate is selected for employment, it would be a most useful service they would be rendering.*

27. One of the main difficulties which girls and women face today is the non-availability of full information about suitable careers for them. *We, therefore, recommend that career information centres should be set up in girls High Schools and Higher Secondary Schools and even primary schools and other educational institutions for girls and women.* These centres should collect and maintain all available literature regarding (i) various careers open to women, (ii) the training institutions in the neighbourhood preparing women for different careers, (iii) facilities available for women taking up training courses, (iv) organisations and trusts offering financial assistance to deserving girls, (v) various types of stipends, scholarships and freeships available for women and (vi) employment prospects after taking up the course. The person in charge of such information centres should be made responsible for disseminating this information among the pupils; she should be in a position to guide interested pupils in this connection with the help of the heads of institutions and others.

28. We are conscious of the strong views which many of our people hold in regard to women in employment. *It is exceedingly important, therefore, to organise campaigns to mobilise public opinion for creating proper conditions in offices and establishments in which women can work freely.* Unless this is done a large number of capable women (and their guardians) who would like to work will continue to hesitate to seek work.

29. We are also of the view that *educational and training institutions for women should have trained counsellors to help women choose appropriate careers.* These counsellors will be more effective in their work if they work in close cooperation with the officers of the Employment Service viz., Youth Employment Officers and Adult Counsellors who provide vocational guidance to job seekers.



Some suggestions for framing syllabus for condensed courses—Principles of condensation in different subjects—Orientation training to suit the needs of special types of work.

Location of such institutions—rural area to be preferred.

Agency to be made responsible for running these institutions—voluntary organisations most suitable.

Nature of financial assistance—separate section in grant-in-aid code to ensure operational convenience and speed in implementing programmes—Concessions to women taking up special courses—Wide publicity to such educational facilities, to attract a large number of adult women—secondary schools and colleges to organise these courses—responsibility of Education Department officers—need for special provision during the Second Plan period—Priority consideration by Government and adequate financial provision for the Third Plan.

## CHAPTER XII—ROLE OF VOLUNTARY ORGANISATIONS . . .

Contribution made by voluntary organisations in the field of education—Importance of private effort in supplementing governmental effort.

Present position of private effort in the education of women—special fields for private effort—secondary education—vocational and special education—education of adult women—teacher training.

Governmental attitude to private effort under the British period—Recommendations of the Hunter Commission—Position after independence—Private institutions to be accepted as equal partners with State institutions.

Liberal assistance to be given—Necessity to discontinue the system of matching grants—Broad principles for revision of existing grant-in-aid codes—Loans to be provided for non-recurring expenditure—A special scheme for girls' education similar to the Central scheme of assistance to voluntary organisations.

Procedure to be simplified—Maintenance of proper standards—Necessity for stimulating private effort in rural areas—Organisation of dedicated women workers.

30. We also suggest that *educational institutions for women should organise regular career conferences to acquaint the students leaving the institutions and their guardians with the occupational opportunities open to them and the qualifications required for them.*

31. With a view to giving full information regarding careers open to women we also suggest that the *Government should prepare, besides pamphlets, a number of career films and film strips on occupations available for women.* Detailed information about types of occupation being introduced or enlarged under the development plans of the country should be disseminated among educated and trained women and also among those desirous of learning some vocational trade after formal education.

32. In order to make the services of the Employment Exchanges more effective we suggest that each *employment exchange area should have a Co-ordination Committee consisting of the nominees of the National Council for Women's Education proposed elsewhere, Employment Exchange, Social Welfare Boards, and representatives of prominent women's organisations.* Such Committees should suggest ways and means of expanding job opportunities for women taking into account the local needs in particular.

33. We realise that it is not possible for various reasons to take up all our suggestions for implementation immediately though the steps suggested by us, will go a long way to ease the situation as it obtains today. We would, however, like to reiterate our view that *Government should take adequate steps to ensure that girls and women who complete their training courses are, as far as possible, gainfully employed, immediately after training.* The heads of training institutions for women or the placement centres started should be supplied with the periodic reports on employment market information published by the State Directorates of Employment Service, Career pamphlets and other similar occupational literature. If necessary, the heads of training institutions for women should also contact the Vocational Guidance Units at employment exchanges and obtain information on employment opportunities open to women of the area. *The employment officers should visit training institutions and other Centres in their area to render necessary information regarding employment opportunities and also to register those who pass out of the training institutions.*

34. **Recruitment Rules**—We are told that different sets of recruitment rules are in operation in the various States for filling posts with persons whose names have been obtained through the Employment Exchanges. We, therefore, suggest that in such cases where the Union Public Service Commission or the State Public Service Commissions do not come into the picture, the State and Central Governments should formulate guiding principles of recruitment and make them known to all concerned. The information centres and Employment Exchanges should have full details on all such matters.

35. We realise that in this vast country there is an enormous number of men educated as well as uneducated—who are not gainfully occupied. Whenever any vacancy occurs, men usually get it and this trend has made the employment position of women extremely difficult. This also explains why there are only 7 per cent of women in industries as against 93 per cent of men and 11.4 per cent of women in service as against 88.6 per cent of men. Individual occupations like nursing that spell opportunities

for women because they are women's exclusively are only very few in this country. The number and range of opportunities in Central and State Governments, semi-Government services are growing materially, depending on the needs of an expanding economy and increased responsibilities. *We, therefore, recommend that Government should take necessary steps to encourage the entry of an increasing number of women into all suitable occupations.*

36. We have referred to part-time jobs for women elsewhere also while discussing problems of women teachers and education of adult women. We reiterate that wherever feasible arrangements should be made for employing women as part-time workers.

37. We have suggested a number of vocational trades suitable for women. We have also stressed the need for 'Continuation Classes' to enable a large number of adult women to take up such gainful occupations. The recruitment to these posts will be made by Union Public Service Commission or State Public Service Commissions or other *ad hoc* Selection Committees. We know that in many cases age requirements will be insisted upon at the time of selection. *We, therefore, recommend that in the case of women taking up an employment other than teaching under Government/Semi-Government organisations, the maximum age requirement be relaxed to 35 years of age.* This naturally brings in the question of retirement age. *It will only be in the fitness of things if such women who enter service at a later age are allowed to work beyond the usual retirement age. This may be extended up to 60 years in the case of women.*

38. We have already referred to the difficulties of women teachers in respect of accommodation. The same difficulty will be experienced by women working in the other fields also. *We, therefore, suggest that wherever feasible, hostels for working women should be started.*

39. *We have also dealt with the necessity for creches and free care of children of women teachers. We suggest that the same facilities be extended to all women in employment. Creches may be started in suitable places and the need for them properly coordinated.*

40. *The Committee hope that every encouragement will be given to women to take up suitable gainful occupations and enable them to participate in projects of national reconstruction.*

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## CHAPTER XI

### SPECIAL EDUCATION FACILITIES FOR ADULT WOMEN

1. In the preceding Chapters, we have discussed the problems of the education of women at the primary and secondary stages, the training and employment of women teachers, and the problems connected with the vocational education of girls and women. *There is one problem which relates almost exclusively to women viz., the problem of providing special educational facilities for an adult woman who, right in the middle of life, is faced with a situation where she has to earn a living for herself or her family.* This is an extremely important field in the education of women and its significance for social progress is very great; but unfortunately, it is little understood and appreciated at present. We, therefore, feel it essential to discuss it in detail.

2. As social life stands today in India, a very large number of girls either get no education at all in their childhood or get so little of it that it is not of any practical use for holding a job and earning a living. This deficiency in education is no fault of the girl at all. Nor can it be regarded as an index of her mental ability because many girls who are totally deprived of educational opportunities or whose education is cut short at an inopportune moment through social circumstances beyond their control, are extremely intelligent. Fortunately, even this utter lack or inadequacy of education does not generally create a visible handicap or difficulty in the life of such women because they get married and have no economic responsibilities to bear. But life does not always run smoothly and in the lives of thousands of women, crises arise which strike the harder in being unexpected. As our society is passing from the old to the new order and is thus in a process of transition, the number of such crises, to the extent that they are the results of maladjustment in life, is on the increase. The crises may take different forms. For example, a woman becomes destitute because the family loses its source of income for some reason or the other. Even when she is married and happy in her family, she may suddenly be required, on account of some unforeseen calamity, to undertake some work in order to add to the family income. Moreover, the cost of living is rising very rapidly and in a very large number of families, especially from the middle class, the wife is being increasingly compelled to take up a job in order to earn and supplement the income of the family. Quite often, a woman is deserted and is left to maintain herself and her children. Then there is the tragedy of widowhood in this country and thousands of women who are victims are suddenly faced, in the midst of their lives, with the need to seek some employment to maintain themselves and their children. Under such circumstances, the woman finds that she is at a very great disadvantage in becoming an earner of livelihood. Her education has been either totally neglected or very inadequate. Not infrequently, so many years have passed since her school days that she has practically to begin her studies afresh. What she needs, therefore, is special institutions which can give her in as short a time as possible the necessary general and professional education required for a job. She usually has a large experience

of life and a certain maturity that comes inevitably through age. She can, therefore, qualify herself quickly and efficiently for job, if the necessary facilities are given. But no such provision exists today and thus she is called upon to follow the normal courses of education planned for children and to attend the institutions meant for them. Placed as she is, she can hardly afford to do this, with the result that she either has to drudge at some unskilled labour and lead a miserable existence or depend upon the support of relatives and others with all the humiliations and difficulties which such a position necessarily involves. The tragedy of the situation becomes all the greater when we realise that not only she but also the country itself becomes poorer for the lack of the valuable services which she could and would have given, if the necessary facilities for education had been made available to her in time. This is all the more saddening because while the lives of thousands of capable and intelligent women are thus being wasted for sheer lack of suitable educational opportunities, several tasks of national reconstruction are also being held up simultaneously because the able and trained women workers required to handle them are not available.

3. The only way to stop this waste therefore is to organise special educational facilities for such women. These can take the form of condensed courses which would prepare the adult women for a specified job as quickly and as efficiently as possible. *If such courses can be organised and if the necessary financial help is given to needy adult women of the type we have described earlier to educate themselves through them, we shall be serving a double purpose. On the one hand, we shall open out an honourable way of life to a large group of needy women and on the other, we shall be creating, in the shortest time possible, a body of devoted and competent workers required for national reconstruction.* In one comprehensive measure, therefore, we shall be converting a social problem and a liability into a national asset. The significance of such special educational facilities for adult women is, therefore, obvious and it is for this reason that we are recommending it with all the emphasis at our command.

4. **Justifications for Special Educational Facilities for Adult Women.**—Our proposal for the provision of special educational facilities to adult women has met with criticism from different quarters. We welcome all such criticism because it has given us an opportunity to put our own ideas to a searching test and to ascertain once again if they are right. Before proceeding to the discussion of the details of the problem, therefore, we propose to discuss the main points of criticism that have been levelled against the proposal.

5. *Why the State should make such provision at all for adult women, especially when no similar provision is made or demanded for men is the first issue raised.* We feel that such provision is needed and absolutely necessary for four very valid reasons:

- (i) *Firstly, we feel that such special educational facilities have to be provided on humanitarian grounds and that it is the duty of the State, and especially of a welfare State that we are trying to establish in our country, to help citizens in distress to earn a living and support themselves. This is, in fact, the argument with which we have opened the discussion of the problem earlier.*

- (ii) But we shall be wrong to think that this provision is dictated by humanitarian grounds only. It has also to be remembered that, very often, *such provision is nothing beyond a measure of social justice*. The predicament which creates the need for such educational facilities for women often arises out of factors beyond their control and not infrequently, it is the 'double standard' of social laws that is largely responsible for the helpless position of many women. Women are discouraged from receiving education on the assumption that their vocation is marriage and home-making and that their maintenance, as well as the maintenance of their children, will be looked after by the husband. When this social assumption fails through factors beyond her control and for no fault of hers, the woman who is now called upon to shoulder economic responsibilities, has a right to receive education that will fit her for a profession—a right that was denied to her in her childhood. The fulfilment of this responsibility through the provision of special educational facilities for adult women is nothing more than payment of an old debt that has been long overdue and it should not, therefore, be regarded as a favour to her.
- (iii) *Thirdly, we recommend the provision of such educational facilities, as stated in the opening discussion, not only for the personal welfare of the women concerned, but also for the immediate and urgent social necessity of securing the women workers that are so badly needed for the reconstruction of the country.*

As we have seen, in several parts of the country (e.g. Rajasthan, Uttar Pradesh, Madhya Pradesh and Bihar) lack of women teachers is the biggest hurdle to the progress of the education of women and the low development of the education of women is mainly responsible for the non-availability of women teachers. Special educational facilities for adult women can break this vicious circle and start these regions on a forward march to progress. These remarks apply to other vocations like nurses, midwives, health-visitors, etc.; and we claim that there can be no better investment of public funds than in providing such special facilities for adult women, if the women personnel required for the implementation of the Plans is to be secured. It has been estimated by the Planning Commission that even according to the present trend of development some lakhs of women will be required in the coming seven years for only their educational, health and social welfare programmes. Not only this but the more important fact is that *we need them immediately*. The education of girls is expanding, although at a slow pace, and if we were to depend upon the education of girls only for providing the workers we need, we shall have to wait for 10 to 15 years because even those girls who are enrolled in class I in the very first year of the programme of the development of the education of women as recommended by us, will need at least seven or eight years to pass their Middle School and about ten or eleven years to pass the High School. We may, therefore, get women workers more plentifully about 15 years hence. *But the country cannot afford to wait for so long and we need hundreds and thousands of women workers as quickly as possible. The only way to get them, therefore, is to provide special facilities for the education of adult*

women as largely as possible. This becomes even more obvious when we take into account the requirements of women workers in rural areas.

Fourthly there are certain types of work such as family planning, social welfare work for which, there is no doubt, only mature women are suitable. Moreover they must be capable of living in villages on their own and of adjusting themselves to the temperament of the local community. Young girls in the age group of 16-18 will obviously not be suitable as they will not be able to influence the local community and will need constant protection which may not be readily available in the smaller villages. If it were possible therefore to get a sufficient number of adult women of the right age group, that is 25-40, the problem could be solved more satisfactorily. But in many parts of the country we are faced with the difficulties of employing mature women because they lack the necessary educational qualifications. Such women have had either no schooling or no adequate schooling or have allowed to lapse what little they learnt at school. In all these cases schooling or reschooling is called for to prepare them for a place in the working world.

These weighty considerations are, in our opinion, more than sufficient to justify the provision of special educational facilities for adult women.

6. *Some Other Objections Answered*—Two other issues, more serious in their import, were raised in our discussions on the subject. *The first is that of a possible fall in standards.* It was argued, for instance, that these adult women who complete their courses in short spans of three to five years would never be able to digest their studies satisfactorily and although they may pass the examinations, sometimes even with fairly creditable marks, their standard of attainment will never be so good as that of the students who have gone through the usual school course in their early years. It was, therefore, contended that the adult women who have been educated through specialised courses of this type would not be as good workers and that the standards of efficiency may fall. This argument, we feel, is not always borne out by facts. The adult woman has a shorter span of formal school life no doubt; but what she loses under this head is more than compensated by her gain in other fields. She is older, has had a larger experience, and has been educated more adequately in the harsh but extremely efficient school of life itself. Efficiency as teachers or social workers is not a function of academic attainments alone and if 'efficiency' is to be interpreted in the wider sense that we have indicated above, we feel that these adult women trained in special courses would be even better equipped than young girls who have gone through longer courses at a slower pace. Besides, we find it difficult to agree with the contention that the shortness of the condensed course necessarily leads to a lower standard of attainment. The academic standard attained is dependent on many other factors also and when these adult women appear for common public examinations which younger persons also take, they prove themselves to be in no way inferior. These special courses for adult women are not an absolutely new idea. They have been in existence in several places and devoted workers in the cause of the education of women have conducted them for several years in the past. A very large number of women have gone through such courses and they have played and are still playing a very useful and efficient role in several fields of social service.

7. The second objection commonly raised is that *such special facilities or the education of adult women are comparatively more costly*. Because institutions that conduct such courses will not have big batches of students and personal and individual attention being the key to the whole training, the expenditure on staff is generally heavier. Very often, hostel accommodation also has to be provided and often not only is there no income from fees but also financial assistance has to be given to the trainees and, in some cases, even their children have to be supported. The cumulative result of all these factors is that the cost per pupil in such special courses is fairly high. For instance, the cost per pupil in a group of adult women who are being prepared for the Middle School Examination may be as high as Rs. 200 per annum while that in a primary or middle school may only be about Rs. 30 or so, per annum. *Is this heavy cost justified is the question posed. Our contention is that the special educational facilities of the type that we are proposing are in fact a measure of economy.* This would be evident if we take two factors into consideration—time and wastage. It may be that the cost per pupil is Rs. 30 in a primary and middle school; but the course is spread over seven or eight years. The cost per pupil in a special class for adult women may be even Rs. 200 per annum. But the course is generally done in two or three years so that the real difference in cost is not so great as would appear at first sight. Secondly, out of a hundred girls in the middle school, probably one comes up to work as a teacher or in some other capacity. This 'wastage' from the point of view of preparing workers is unavoidable when dealing with young persons; but practically every one of the students in the special classes for adult women is sure to be a worker. The society as a whole, therefore, will get a very good return in the form of workers for the money invested in providing special educational facilities for adult women and it would, therefore, be wrong to oppose this concept on financial grounds. In view of all these considerations, *we strongly recommend that adequate provision for special educational facilities for adult women should be made in all States without delay.* The areas where the problem of the education of women is very acute need these facilities most.

8. **Problems Involved**—Having thus justified the provision of special educational facilities for adult women and answered some common objections raised against them, we shall now proceed to discuss the details as below:—

- (i) Types of courses
- (ii) Duration of courses.
- (iii) Examination facilities.
- (iv) Suggestions for framing syllabus for condensed courses.
- (v) Types of institutions.
- (vi) Location.
- (vii) Agency responsible for running institutions.
- (viii) Financing.
- (ix) Concessions to women.

In the paragraphs that follow, we shall discuss these problems serially.



9. *Types of Courses.*—As said earlier, the primary objective of the special educational facilities for adult women is to train them for some vocation as quickly as possible. For this purpose, the need most commonly felt is for condensed courses which bring the general education of women to some common accepted standard such as a pass at the Middle School Examination or at the High School or Higher Secondary examination. *The most common types of these educational facilities will be two: (1) those that prepare women for the Middle School Examination and (2) those that prepare them for the High School or Higher Secondary Examination.*

*A third type of a condensed course or orientation course would be one which prepares women for suitable vocation after completion of necessary continuation education.*

10. *The duration of these courses* is another problem. It is obvious that the total duration of Middle School Course (7 or 8 years) and of the High School or Higher Secondary course (10 to 11 years) can be considerably condensed for these grown up students. In the first place, adults have an experience of the world and a psychological maturity which children do not have and which enables them to acquire the same measure of scholastic achievements in a much shorter time. Secondly, there is some part of the school curriculum and a large part of the extra curricular activities which are not needed for adults. The elimination of these from the curriculum will further help to condense the course for them. Experiments to determine the shortening of time permissible under Indian conditions are now in progress at the Research, Training and Production Centre, Jamia Millia, Delhi and while no firm statement is possible at this stage, indications, it is understood, are that adults can cover the primary stage (Grade I to V) in about a sixth of the time needed for children—that is to say, they can cover the primary stage in less than two years by going to school three days in a week. When women can attend these courses on a whole-time basis, as is often the case, they can cover the entire Middle School Course of seven or eight years duration in about two or three years and the entire High School Course in about three or four years. These statements are made on the basis that the women under training would be absolute beginners. But very often, they would have received some education in early years—a factor which would tend to shorten the period still further. There is still another factor, that of individual capacities and the conditions under which the woman will have to study. But without denying the fact that the duration of these courses will often be an individual matter and that the programme for each woman will have to be based on her individual needs, it can be broadly stated that in the case of absolute beginners who are merely literate, it may be necessary to have three years for general education and one year for an orientation course in vocational training. In the case of those adult women who left off education at the fourth or fifth standard, it should be possible for them to reach the minimum standard of Primary School Certificate or Middle Pass in one or two years and then have further one year's orientation training. The duration of the orientation training in the case of most of the programmes that come under social welfare can be one year. In the case of primary teachers, however, it would be desirable to give such adult women, who have completed their Primary School or Middle School through a condensed course, a full two years' training. Even with such training for a

period of two years, ordinarily the adult women so trained cannot be expected to meet the requirements for teaching in the upper primary classes. They would, however, be quite suitable for work with children of the younger age group of 6-11 and the country's need for primary teachers during the next 10 years will be mainly for this group. In the orientation training course as well as the full training course, it will be possible to continue General Education which was attempted through the condensed course.

From experience of various women's organisations which conduct such courses, it was seen by the members in their tours that certain conditions are necessary for the success and efficiency of these condensed courses—

- (a) It was found everywhere that where the adult women are in residence, due hostel facilities being provided, they can give their full attention to their studies and can, within a short period, complete the Primary School Certificate or Middle School training. In such residential institutions, they have the right kind of atmosphere for study, the influence of co-students is very helpful, and there are comparatively few factors to distract them. In such institutions, for instance, it was found that, besides completing the Primary School Certificate course in a period of one to three years, the women could, in addition, learn a craft like knitting socks, or spinning on the *Amber Charkha*, which would enable them to supplement their income.
- (b) It is necessary that smaller classes of 20 or less which will make individual attention possible should be arranged for teaching these condensed courses.

11. Examinations.—It was suggested to us that there should be separate examinations for adult women taking such condensed courses. It was argued, for instance, that adult women, though they have certain advantages such as maturity of mind and experience of life, suffer from various handicaps which prevent them from studying as quickly as younger girls that they have lost or never acquired the habit of study and the full development of reading and writing skills requires considerable time for assimilation which, under the circumstances, it is not possible for them to have, and that these factors act as a severe handicap to these women when they appear for the public examinations held for young persons. We cannot, however, agree to this suggestion which might lead to gradual deterioration in General Education. But the State Education Departments, Secondary Education Boards and Universities should allow these women to take all their examinations as private candidates, that is to say all examinations except those for which work in a laboratory or any other type of practical work in an educational institution is a necessary pre-requisite, in which case the required attendance should form a condition of their taking the examination. Further, women should be allowed to take their examinations in stages or compartments. *We would, therefore, like to insist that the women undertaking these condensed courses should appear for the same final examinations as the pupils of primary or secondary schools, but they may be exempted from certain portions like Geometry in the final examination. This is a matter which will have to be examined by the authorities concerned and we recommend that the*

*Education Departments of the States and Boards of Secondary Education should have it examined and issue the necessary decisions.*

12. Suggestions for framing Syllabus for Condensed Courses—It is not possible to give the outline of such condensed courses as the syllabi of the Primary or Middle School Courses as well as of the Secondary or Higher Secondary Schools vary from State to State. Certain general principles, however, can be laid down for the syllabuses to be drawn up for such condensed courses.

(1) *The course in each school subject should be divided into small suitable units so that, after the completion of a unit in the period of a month or two months, new units can be commenced in that subject.* Students who complete that unit need not be held back because other members of the class have not reached that standard. They should be allowed to proceed with the study of the higher unit on their own with a little guidance from the teacher. In the class for adult women, absolute uniformity will neither be possible nor desirable.

(ii) Curricula for adults need not contain topics or items which are of interest only or mostly to children. If necessary, textbooks for adults may be got prepared specially.

(iii) *The main principles of condensation in the different subjects will be as follows:*

*Language*—(a) The number of pages in prose and lines of poetry to be read in each standard should be proportionately reduced. The adult women should be familiar with all the reading books meant for standard V-VII but they need not cover the same ground as the primary pupils.

(b) Only such grammar as will be absolutely essential for correct speech, writing and interpretation of difficult reading material should be taught. Intricacies of grammar could very well be left out and in the final examination questions of grammar of this type need not be made compulsory.

*Mathematics*.—Only the fundamentals should be concentrated on, these being judged by their utility in life as well as in examination. For instance, instead of teaching adults how to write figures up to a crore, it would meet their requirements if they are taught to read and write figures up to a lakh or if they are taught the rule of three and the unitary method need not be insisted on. Then if simple interest is taught, only the rough idea of compound interest may be given. Similarly much of geometry that has now been included in the syllabus can be left out as the drawing of accurate figures will take up a great deal of time. Besides this will be included in the Drawing as a subject, a little of which will be a part of the course.

*History*.—Most of the history syllabus can ordinarily be covered in a short period by narration or by individual reading. The only principle to be followed in deciding the course in history will be to avoid overlapping and repetition which at present figure in the syllabus because of the concentric method being followed in framing it.

*Geography*.—The geography of India will have to be studied as fully and in detail as by pupils of primary schools and all the observational and practical work will also have to be included. In the case of world geography, it will be enough if only the main principles relating to

## CHAPTER XIII—SOME SPECIAL PROBLEMS

Some special problems of women's education.

Education of women at the University stage—its importance to make up the shortage of women teachers—need for providing hostel facilities for girls—special funds by University Grants Commission—Concessions to girls—special assistance to selected institutions for study of the special problems of the education of women.

Pre-Primary education and its development—need for a special Committee to examine its problems in all its aspects—training of pre-primary teachers—women, with pre-primary training to be appointed as teachers in primary schools.

Education of women belonging to the Backward classes to receive greater attention and more funds to be set apart for this.

Education of Handicapped children—adequate training facilities for women teachers in institutions for handicapped children needed in selected centres—direct assistance by Government of India.

Social Education—teaching of literacy—teaching of simple skills and creation of certain new attitudes among women.

Professional Education—Requirements of women personnel under Second and Third Plan schemes—Need to take adequate measures to train the necessary personnel in good time—permanent machinery to evaluate the woman-power requirements in the implementation of the Plans—A high power Committee to examine the problem of wastage in the medical and other professional education of women.

## CHAPTER XIV—ORGANISATION, ADMINISTRATION AND FINANCE

Creation of a special machinery for the development of education of women—at the Centre and in the States—National Council for the education of girls and women—a non-official woman as full-time chairman—Joint Educational Adviser and special unit at the Centre—State councils in the States—Women Joint Director in each State—Supervision and Inspection—More women inspectresses—Co-operation of all official and non-official agencies for implementing the developmental programmes—Direct State action where private effort is not forthcoming.

general climatic conditions and the life of the people in the different countries of the world are studied. Map reading often proves to be a stumbling block to adults who are not in the habit of reading maps but some rudimentary knowledge will have to be included in the study of geography.

*Science.*—The course in General Science lays a great deal of stress on the study of physiology and hygiene and some domestic science. The whole course can be covered within a short duration and here the adult women's experience of life will prove to be specially useful and can be drawn upon fully in the teaching of the subject.

*Hindi.*—Hindi is a compulsory subject in most of the studies for the Middle school stage or the upper-primary stage for those whose mother-tongue is different. It is doubtful if more than a rudimentary knowledge of Hindi can be acquired by an adult women who will be required to compress within 3 years what other students in primary schools will be taking 7 years to complete.

*Needle Work and Drawing.*—Here also the adult women will be at an advantage since most of them will be familiar with the requirements of the syllabus in this subject. However, a systematic training in needle work and cutting simple garments required in everyday life will be very useful. These suggestions are mainly related to the primary and middle school course. *But similar principles can be worked out for secondary courses as well.*

The orientation training required for work of different types will have to take into consideration the needs of the special type of work. For instance, a *Gram-Sevika* will require a different type of orientation course from what a health visitor or a craft teacher or a pre-primary teacher will require. It is presumed that such courses are already in existence though, in some cases, the duration of the course may be more than one year. If the courses are meant only for one year, no further condensation will be necessary. If, however, the ordinary training course in such subjects is of two years' duration some compression will prove to be necessary. It has already been suggested that, in the case of the primary teachers training courses, a full two years' training course would be desirable. In the alternative, *these adult women who have completed their general education upto the required minimum level can be given a short orientation course of about eight weeks as is being done under the scheme of relief to educated unemployed.* In due course, they will take their regular training of two years. This alternative may prove to be more desirable as adult women who complete their general education will be anxious to take up some work immediately.

13. Institutions—There may be women who have facilities at home to equip themselves with the needed education and what they require is a public recognition of their educational attainments privately acquired. But this will not solve the problems of a vast majority of women, who will need some kind of institutional instruction. For such women, schools or classes may be started in existing girls' schools and other suitable institutions (such as *Mahila Mandals* and women's welfare organisations) in the form of a second shift, night schools or additional classes. While the regular buildings, equipment etc. can be utilized, the staff or such classes will have to be entirely separate though here too, there are possibilities of

economy in the form of employing retired teachers, on lower than the usual salaries.

14. Location.—*Prima facie*, there are certain advantages in starting this work in urban centres. There is today a greater demand for such facilities in smaller towns and rural areas. A number of social workers, both men and women, as well some institutions of standing and repute are readily available to organise the activity. The buildings of existing institutions, their libraries, laboratories and other equipment and even their hostels are readily available. On grounds of expediency, therefore, the scales are heavily tilted on the side of urban areas and it was even suggested to us in earnest that all such institutions should be located in urban areas only, at least for the next 15 to 20 years.

We cannot, however, agree to this policy. We need thousands of women workers, not for urban areas but for rural areas, and consequently, the location of schools is a vital matter of policy. If these institutions are located in urban areas, it is only urban women that will get any benefit out of them and they would not be willing to go and work in rural areas. Even when rural women are selected and trained in urban institutions, the results will be similar to those that we get in ordinary educational institutions—the trainees would be urbanised and lose their desire to go back to rural areas for work. *We, therefore, feel that it is extremely important to locate these institutions in rural areas.* In this case, much better environmental and social conditions would be created for the instruction and the training of rural women for work in rural areas will not defeat its own purpose by urbanising them in the training process itself. Even the urban women will find that training in an institution located in a rural area is to their great advantage because it would accustom them to life and conditions of work in the villages. This recommendation, however, should not be taken to imply that we are totally against the location of such institutions in urban areas. *A few institutions may and should exist in cities or towns or their suburbs. What we desire to emphasise is that every effort should be made to start such institutions in rural areas or to persuade existing institutions in rural areas to undertake this activity also.*

15. Agency—The agency which should be entrusted with the provision of these special facilities for the education of adult women is the next problem for discussion. Some of these institutions will have to be conducted by Government. We are, however, of opinion that voluntary organisations of standing and repute, and especially those that are already doing some work in the field of the education of women, are far more suitable agencies for this purpose. The role of voluntary organisations is discussed in the next Chapter and our reasons for making these recommendations are stated in detail there. It would be enough, therefore, to state here that *every preference should be given to voluntary organisations of standing and repute to organise these special educational facilities for adult women.*

16. Grants-in-aid—When institutions providing these facilities for special education of adult women are conducted by Government, finance may not be a problem. But, as we visualise it, it would be the voluntary organisations that would be providing the bulk of such facilities. The

problems of their recognition and grant-in-aid become, therefore, extremely important.

The Grant-in-aid Code of the State Governments and Administrations has been prepared keeping in view the needs of ordinary educational institutions. But it is obvious that the rules and regulations drafted from this point of view would not be applicable to the unusual requirements and conditions of the institutions providing special facilities for adult women. *We, therefore, recommend that a separate section for institutions which provide such special educational facilities for adult women should be included in the Grant-in-aid Codes of State Governments and Administrations.*

17. It is neither necessary nor possible to make any detailed recommendations regarding the grants-in-aid to institutions providing these special educational facilities for adult women. It would be enough to state the following broad principles which, taken along with the general recommendations that are made in the next chapter which deals with the role of voluntary organisations, would form the basis of the proposed separate section of grant-in-aid for this purpose.

- (i) The rules regarding the grant of recognition to such institutions should be as simple as possible, and the usual conditions should be relaxed as much as is practicable in the case of institutions located in rural areas.
- (ii) No fees should be charged in such institutions.
- (iii) There should be no conditions of minimum enrolment and attendance.
- (iv) The grant-in-aid should ordinarily be liberal enough to cover the entire expenditure of the institution, subject however to such general ceilings of grant-in-aid *per capita* as may be prescribed by the State Governments in view of their local conditions.

18. If institutions providing such special educational facilities for adult women are to be created in rural areas, non-recurring grants (or loans at a very low rate of interest and with instalments of repayment spread over a long period) for hostels will have to be liberally given in addition to the recurring grants on the lines recommended above. Moreover, as attendance at such institutions would ordinarily be lower in rural than in urban areas, the ceilings for the *per capita* grant-in-aid would have to be higher in rural areas.

19. **Concession**—The social and economic conditions of adult women for whom these special educational facilities are meant would ordinarily be such that most of them would have to be given some financial assistance during the period of their education. We feel that this assistance should be given in two forms. One form of assistance would be to institute scholarships and stipends. The amount of such scholarships and stipends should be large enough to cover all the immediate needs of the adult women when she is undergoing her training so that she can devote her undivided attention to her studies. In some very deserving cases, the assistance would have to be large enough to enable the trainee to maintain

her children as well. Another method of assisting the women would be to give loans which would bear no interest but which should be returnable in convenient instalments when the trainee secures employment and starts working. We feel that Government should give a lump non-recurring grant to every institution providing such special educational facilities for adult women for this purpose. Separate accounts for this fund should be maintained and the management of the institution should utilise it for grant of loans in deserving cases. The amounts of loan, as and when recovered, would again be credited into the account which would thus go on rotating and be of continuous use to batch after batch of the trainees.

20. **Special Measures to be Adopted**—This concept of special educational facilities for adult women is new and is not widely known, either to the managements of educational institutions or to the adult women for whom it is intended. It would, therefore, be very necessary to adopt some special measures in order to make it known to the public and to induce the managements of educational institutions in the rural areas to undertake the activity as well as to attract adult women to the courses. From this point of view, we suggest that the State Governments and Administrations should be requested to issue, without any delay, a declaration of their policy promising encouragement to the provision of such special educational facilities for adult women and announcing the nature and amount of non-recurring and recurring financial assistance that would be available to institutions that would undertake to organise the activity as well as to the trainees that propose to join the courses. It would also be desirable to assure the women that they would be employed as soon as they have completed their training satisfactorily. As wide a publicity as possible should be given to this scheme so that it would be possible to evoke a very good and large-scale response.

21. In our opinion, it would be very convenient and easily possible for the managements of secondary schools or training colleges in rural areas to organise such special educational facilities for women. We, therefore, recommend that such of the managements as are doing this work in rural areas at present should be contacted by the officers of the Education Department and be persuaded and encouraged to organise this activity as early and on as large a scale as possible.

22. The Second Plan needs a very large number of women workers, particularly for rural areas. This need will be all the greater during the Third Five Year Plan when all children, inclusive of girls, in the age group of 6—11 are proposed to be enrolled. We shall, therefore, have to increase our annual output of women primary teachers willing to work in rural areas very greatly during the period of the Third Five Year Plan. If the required number of teachers are to be actually made available by 1961-62 when the Third Five Year Plan begins to operate, it is necessary that a very large beginning in the provision of special educational facilities for adult women should be made immediately. What is said here about primary teachers is also equally applicable to all the branches of social service in which women personnel is required. We, therefore, recommend that a lump sum provision of one crore rupees should be made in the Second Five Year Plan itself for assisting institutions, particularly in rural areas, to start such special educational facilities.



23. Conclusion—We have already made it clear that we look to the provision of the special educational facilities for adult women as we have outlined in the course of this Chapter as a major source for supplying the women personnel that is required for the Third Five Year Plan, not only in education, but in all other fields of social service as well. *We, therefore, recommend that this programme should receive great emphasis and high priority at the hands of the Government of India and of the State Governments and Administrations and that adequate funds required for the purpose should be provided in the Third Five Year Plan.*

## CHAPTER XII

### ROLE OF VOLUNTARY ORGANISATIONS

In a historical perspective, the contribution made by voluntary organisations and private philanthropy to the promotion of the education of women has been a notable one. It is to the pioneering efforts of these organisations that we owe the shattering of the prejudices and obstacles in the way of the education of girls. At a time when Government did not do anything for the education of women on the ground of social and religious neutrality, private individuals and voluntary agencies established schools for girls, conducted them with funds collected from philanthropic individuals or with their own resources and overcame the public apathy, indifference and even active opposition to the education of girls. Indian spiritual teachers and social reformers and foreign missionaries took the lead in this direction and blazed a trail which soon acquired the dimensions of a country-wide movement for educating women and raising their social status. They cut through the prevailing bonds of custom and prejudice and braved public opprobrium in pursuit of their objective with the result that their work constitutes a resplendent chapter in the history of modern education in India. We recall it with pride and appreciation and pay our homage to the hundreds and thousands of social workers who devoted their lives to this noble cause.

2. The seeds planted by these pioneers germinated and their roots spread throughout the land in course of time. We can now see their fruit in the form of a large number of educational institutions, big and small, established by voluntary organisations in various parts of India and financed largely from private resources. Carried on with a missionary zeal, often facing official hostility and indifference under political subjection, their work and achievements do great credit to their sacrifice, enthusiasm, energy and dedication to the cause. The educational institutions established by these organisations, charities and trusts are standing monuments to what voluntary effort in the field of social service in general and in the field of education in particular can accomplish. They also indicate that if so much could be achieved under unpropitious circumstances, how much more can the nation get from them in the context of political freedom with help and encouragement extended to them by a national government mobilising its energies to create a welfare state.

3. **Importance of Voluntary Efforts to Supplement Governmental Efforts**—The contribution to the education of girls and women already made by voluntary organisations in different parts of the country acquires more pointed significance now when expansion of facilities in that direction has assumed urgency and immediacy. As we have seen in previous Chapters, the constitutionally prescribed target for bringing the entire school-going population between the ages of 6 to 14 has to be achieved; the very low percentage of literacy among women, particularly in the rural areas, has to be rapidly increased; women have to be provided with opportunities for actively participating in programmes for community welfare and social welfare and steps have to be taken to enable them to

play their appropriate part as responsible citizens of a democratic society; they have also to be assured of full equality of educational opportunity with men and the existing gap between the education of men and women has to be bridged; and the equality of status which has been given to women in law has to be realised in practice. All these postulate an unprecedented extension of women's education, with special reference to the rural areas; and it will be almost impracticable to attain these targets if the problem is left to be tackled by official agencies alone. It is necessary to enlist the co-operation and support, on an extensive scale, of the voluntary organisations, which are at present engaged in educational welfare and activities of different kinds and which, with provision of suitable financial aid, would become competent to undertake the establishment and maintenance of new educational institutions for girls.

4. The role of voluntary organisations in implementing various development programmes under the Five Year Plan has been accepted by the planners and this is in tune with the democratic objectives and methods of our constitution. The social urges of a welfare state may justify our State reducing the areas of private enterprise in the economic fields of trade or commerce, communications or industry. But in the vital fields of social welfare activities these very urges dictate the need for the steady extension of the areas of voluntary effort. The State in a true democracy is there only to help people to help themselves. This is the policy of our Community Development and National Extension Programmes. Our voluntary organisations represent the efforts of our society to help itself; of our people to serve themselves. Any extension of these self-help activities is an extension of democracy itself.

Voluntary organisations have on their side demonstrated their capacity to play an important part in organising and running social welfare activities for diverse groups of persons for promoting public health and education and for evoking public co-operation for various developmental schemes. They constitute an effective bridge between government effort on the one hand and the public on the other and while supplementing the one contribute to the welfare of the other. They are an important agency through which public opinion finds articulated expression and provides the basis for formulation of official policies and programmes.

Further, voluntary organisations are generally actuated by a moral and a human urge because their work is carried on by a large number of selfless, devoted and experienced men and women workers. This has a healthy effect on the service rendered by them especially in the field of education. Services rendered by the State in this sphere on the other hand have the tendency to become impersonal and static. These organisations also provide the opportunity for the expression of the social idealism of the citizens. They act as a training-ground for youth in organisation and leadership and give facilities to those men and women who cannot or will not enter service but wish to be of service.

In their working also voluntary organisations have an advantage. They are more effective and speedy and economical in their undertakings, getting the best out of their resources. They are peculiarly suited to take up experimental and pioneering research projects. Moreover, the co-existence of a number of institutions under voluntary organisations and under the State encourages a spirit of healthy competition helpful to the raising of all-round standards.

This being broadly the position, the Committee feel it both appropriate and essential that the existing voluntary organisations should be strengthened, the formation of such new organisations encouraged and the co-operation of all these enlisted in the maximum measure possible to advance the cause of women's education.

5. **Voluntary Organisations at present**—Having thus described the part played by voluntary organisations in the development of the education of girls in the past and their importance in the field, we shall now proceed to examine their existing position. The following table gives the relevant statistics of special educational institutions for girls managed by private bodies:

TABLE No. xii (i)  
*Private Effort in the Education of Women (1881-82 to 1956-57)*

Year	No. of special Institutions conducted for girls by						Unrecognised Institutions
	Government	District Board	Municipal	Private Aided	Enterprise un-aided	Total	
181-82	.	.	.	1,652	429	2,697	Not known
1901-02	.	.	.	3,722	922	5,801	Over 51,000 girls were said to be attending unrecognised schools.
191-22	.	.	.	14,885	2,430	22,650	Not available
1946-47	.	.	.	11,863	1,772	24,852	3,344
1956-57	.	.	.	9,049	1,111	26,425	Not available.

(N. B.—The classification of 1,128 special institutions in 1901-02 is not available.)

The figures for 1956-57 here as supplied by Ministry of Education in December, 1958.

It would be seen from the table given above that, throughout the British period, the number of educational institutions for girls conducted by Government was very small—it was only 616 in 1881-82 and it rose only to 980 in 1946-47. The institutions conducted by local bodies—these were mostly primary schools—rose very considerably from nil in 1881-82 to 10,309 in 1946-47. The educational institutions for girls conducted by private bodies occupied a place of honour throughout the British period. In 1881-82 they numbered 2,081 in a total of 2,697 and in 1946-47 they numbered 13,635 in a total of 24,852 (excluding 3,344 unrecognised institutions which were also under private control). This picture of the inactivity of the State in undertaking direct responsibility and the predominance of voluntary effort is changed very greatly after the attainment of Independence. In 1956-57, the number of educational institutions for girls conducted directly by the State increased to 6,994 as against 980 in 1946-47. This increase has naturally led to a slight decline in the number of institutions conducted by the local bodies and by private managements. The decline is seen only at the primary stage, because the basic responsibility for primary education has now been accepted by the State Governments. But in all fields except that of the primary education, private effort still dominates the scene. This would be clear from the following table.

Special financial provision for the education of women  
—an amount of not less than 10 crores for Second Plan and adequate provision for the Third Plan.

Special Schemes—Second Plan (other than for primary)  
—(i) development of middle schools for girls, (ii) secondary schools for girls, (iii) training institutions for women, (iv) construction of hostels for girls, (v) staff quarters for girls' schools, (vi) special educational facilities for adult women.

Special programme for the development of the education of girls and women for the Third Plan for (i) primary stage, (ii) middle stage, (iii) secondary stage, (iv) university stage, (v) training of teachers, (vi) vocational and special education, (vii) activities of the National Council, (viii) State Councils, (ix) propaganda.

A minimum of Rs. 100 crores needed for the programme  
—elimination of procedural difficulties—Each State to prepare comprehensive development plans for its area for the remaining period of Second Plan and Third Plan period.

The system of matching grants to be done away with  
—entire financial responsibility to be taken by Central Government—expenditure for special programme to be treated as non-recurring.

Special Chapter on the education of girls and women in the annual publications of the Ministry and States.

## CHAPTER XV—GENERAL CONCLUSIONS . . . . .

Woman as an equal to man and free partner in life within home and outside—their need for as good, varied and comprehensive a general education as of boys and men, also professional and vocational education.

Growth of education of women from 1800 to 1947—Reasons for disparity in the education of girls and boys—Progress between 1947-57 not satisfactory—Education of women not treated as a special problem.

Enrolment position of girls in the age group 6-11—magnitude of the problem of universal primary education by 1965-66—measures needed.

Education of girls in the age group 11-17—Problem of reducing disparity of enrolment between boys and girls—measures needed.

Wastage and stagnation at the primary, secondary stages—causes and remedies suggested.

TABLE NO. XII(2)

*Number of Institutions for Girls, by management*  
(1956-57)

Type of Institutions	Number of Institutions managed by					
	Government	District Boards	Municipal Boards	Aided Bodies	Unaided Bodies	Total
I	2	3	4	5	6	7
Colleges for General Education	23	..	..	71	19	113
Colleges for Professional Education	14	..	..	17	3	34
Colleges or Special Education	1	..	..	14	1	16
High/Higher Secondary Schools	402	26	67	1,045	218	1,758
Middle Schools	707	818	255	617	218	2,615
Primary Schools	4,226	5,937	1,934	3,598	370	16,065
Pre-Primary Schools	17	26	9	145	50	247
Vocational Schools	184	1	11	367	147	710
Schools for Special Education	1,420	138	49	3,175	85	4,867
Grand Total	6,994	6,946	2,325	9,049	1,111	26,425

(Excludes one university and one Teaching Research Institution for women in Bombay).  
The figures for 1956-57 are as supplied by Ministry of Education in December, 1958.



6. It would be seen from the above table that private bodies conduct 90 colleges of general education out of a total of 113, twenty colleges of professional education out of a total of 34 and 15 colleges of special education out of a total of 16. Similarly it conducts 1,263 high or higher secondary schools in a total of 1,758. It may, therefore, be said that provision of secondary and higher education is still largely the responsibility of private bodies. In the middle school stage, however, the picture changes a little. Private effort is responsible for the conduct of 835 middle schools in a total of 2,615. The institutions under public management, therefore, increased substantially at this level. This increase becomes all the greater at the primary stage where private effort conducts only 3,968 institutions in a total of 16,065. In the field of pre-primary education, however, private effort conducts as many as 195 institutions in a total of 247. Similarly, 514 vocational schools and 3,260 special schools are conducted by private effort in totals of 710 and 4,867 respectively. Private effort, therefore, has a more important role to play again at these levels.

7. **Special Fields of Private Effort**—It will be seen from the preceding analysis that voluntary organisations play a very important role in collegiate, secondary, vocational and special education for women. In the field of secondary education, the usual activity of private effort is the establishment of High or Higher Secondary Schools for girls, some of which are partly or wholly residential institutions. In vocational and special education, however, private organisations are conducting a number of training institutions for primary teachers. In addition, they conduct a multitude of activities in the educational and allied fields. For example, a number of such organisations have successfully organised training courses in crafts beneficial to middle-class women who need to earn some supplementary income for the family. (e.g., tailoring, weaving, spinning, embroidery and dyeing). They are also conducting preparatory courses for women to enable them to go in for midwifery, nursing and craft-teachers training. They have also been implementing after-care rehabilitation and correctional programmes for rescued-women. One of the most extensive programmes undertaken by them is for the training of *Gram-Sevikas* for the Welfare Extension Projects of the Central Social Welfare Board and for the Coordinated Welfare Projects in Community Development Blocks.

8. One branch of women's education in which voluntary organisations can play a particularly beneficial role is that of providing special educational facilities for adult women. Such organisations, particularly when they are women's welfare organisations, are best qualified for undertaking this activity because of the ready response which they can evoke from adult women. Similarly, private effort has to play a very important role in the programmes of social education to be organised for adult women. This is of particular significance in the rural areas, where illiteracy is prevalent on an extensive scale. One activity which seems to have been most enthusiastically received and which has achieved substantial success is the work of the *Gram-Sevikas* in teaching rural women to read and write. It is a programme which has caught the imagination of the women and has been welcomed by men. It is for private effort to expand such work to all parts of the country.

9. It has to be remembered that private effort has a special role to play in the field of teacher-training which is, above all, an educational process and like all other educational processes, consists of three parts:—

- (i) the imparting of information;
- (ii) the teaching of certain skills; and
- (iii) the creation of right values, attitudes, and interests.

Obviously, it is the third of these objectives that is the most important in teacher education. As will readily be agreed, it cannot be formally taught, and its essence is to be caught by the trainee through his close association with the staff of the training institution. This implies that the staff of the training institution must have some devoted workers who can inspire others. Those voluntary organisations who command the services of devoted workers can, therefore, provide this sort of training to a larger extent than publicly managed institutions and it will be in the larger interests of the country to entrust the training of its teachers—both men and women—to such organisations.

10. Governmental Attitude to Private Enterprise—A Retrospect—A fundamental problem which has a very significant effect upon the future of private effort refers to the attitude which the State should adopt towards it.

One can easily understand that the State attitude towards Indian private effort was not very favourable under the British rule. Prior to 1854, such private effort was so restricted that the question of formulating a general State policy towards it never really arose. But the Despatch of 1854 directed that full encouragement should be given to Indian private effort in education. In spite of this directive, the policies adopted by the Education Departments in dealing with private schools conducted by Indians were not very encouraging. The grant-in-aid rules were usually stiff, the quantum of grant was ordinarily low, and financial assistance to private schools was regarded almost as a patronage of the Department. These were not happy conditions and it is not a matter of surprise that private effort did not thrive. But the Hunter Commission of 1882—its Report has been called the *Magna Carta* of private effort—gave an entirely new lead on the subject. It categorically stated that private effort can succeed only if certain fundamental principles are adopted as the basis of State policy *viz.*, (i) abstinence from interference with internal management, (ii) provision of adequate grant-in-aid, (iii) elimination of any competition, direct or indirect, between private and Government institutions, (iv) appointment of officers who can command the confidence of the private schools, and (v) acceptance of the 'equality' of private institutions with those conducted by the State. On this last issue which is the crux of the problem, it said: "But the way in which the Department should manifest its care for institutions, under private managers, may be briefly indicated. No desire for greater symmetry of system or for any greater hold on the education of a locality should lead the Department to establish schools in places where aided effort can be made adequate... Again, if institutions under private managers are to be regarded as part of the educational apparatus of the country no less than those maintained directly by the Department, it follows that those who assist the State by managing them should have great influence in determining all questions of

general educational policy. The Head of the Department must still be the controlling authority in the last resort; but if an aided institution is preferable to a departmental one when it is equally efficient, the opinion and advice of the managers of the former should be at least as carefully attended to and carry as great weight as the views of those who are intimately connected with the latter. In determining all such matters as the arrangement or conduct of public examinations, the rate of fees, the terms of admission, the course of study, or the forms of periodical returns, in short, with regard to all that concerns the education of the community at large, the Director of Public Instruction should be guided as much by the laws of those interested in aided education as by those of departmental officers. He should employ the teachers and managers of aided schools as freely, if they so desire, as officials of the Department in carrying out what has been resolved on. We have decided, that the time has not come when a representative board should be set up to control or influence the educational executive, but meanwhile a useful substitute for such a Board may be provided by free and frequent consultation between the Director and those whom the State has invited to co-operate with itself. If aided institutions are thus to have the cordial sympathy of the Department, it follows that any success on their part must be as fully and warmly acknowledged as the similar success of a departmental institution. It follows, too, that when any changes are from time to time proposed, the bearing of such changes on the welfare and convenience of schools under private managers should be carefully weighed. It also follows that all scholarships and rewards that the State confers should be given without regard to the form of management of the institution to which a candidate belongs."

This was too difficult a proposition for the foreign bureaucracy to follow and it is not surprising that these recommendations were not generally acted upon in the proper spirit, although the general conditions did improve to some extent. With the beginning of the Curzonian era, the attitude of the State towards Indian private effort which was often suspected to have national leanings, became stiff and hostile. The position improved slightly with the transfer of education to Indian control; but on the whole, the old treatment of private effort was generally kept up by all Education Departments till 1947 when the British power was withdrawn.

After the attainment of Independence, there has been a still further change and private effort now receives, on the whole, much fairer treatment and a larger grant-in-aid than in the past. But even now, some vestiges of the old tradition are still left and they create difficulties. They are: (i) Private institutions are still not accepted as equal partners with State institutions and several forms of partiality are still in evidence *e.g.*, Government stipends and scholarships are available in Government institutions only in some States, private institutions are still starved for funds in the first instance and then branded as 'inferior', the status accorded to them is generally lower, etc.; (ii) The grant-in-aid is still not sufficiently liberal; (iii) There is too much of departmental control; and (iv) The procedures for release of grant are unduly complicated.

Steps will have to be taken to remove these difficulties if private effort has to play the role which is really expected of it.

11. **Governmental Attitude to Private Effort—A Prospect—**Our first recommendation is the repetition of the advice given by the Hunter Commission as early as 1882, viz., *Private educational institutions must be regarded as full and equal partners with Government institutions in all matters regarding status, privileges and financial assistance.*

In short, the last vestige of the step-motherly attitude which makes the Department look upon certain institutions as its 'own' and upon the remaining as 'others' has to be eliminated. After all, the private institutions are doing something which it is a duty of the State to do and which Government itself would have had to do if they had not been in existence. It is not for the private schools, therefore, to be obliged to Government for grant-in-aid; it is the Government that has to be grateful to private effort for its assistance in enabling it to discharge its obligations. *The recognition of this principle will further involve several changes in the grant-in-aid rules and manuals so that all clauses which discriminate between Government and non-Government schools would be eliminated.* And what is more important, there will have to be a substantial change of heart on the part of the Education Departments.

12. **Central and States Grants—**An almost universal feeling exists among those who have responded to the questionnaire that voluntary organisations engaged in educational activities should be given liberal financial assistance by the Central and State Governments. It is also widely felt that all-India organisations having a country-wide appeal should receive such assistance from the Central Government direct, while organisations whose activities are confined to the boundaries or limits of particular States should be aided by the Centre through the States or respective State Governments and/or by the local bodies. *The Committee, therefore, feel that the Central Government should accept the responsibility for provision of grants-in-aid to selected organisations doing some significant work in the field of the education of women and that, for this purpose, adequate provision should be made in the Central budget from year to year.* However, the principal agency for aiding the largest proportion of voluntary organisations may be the State Governments.

13. **Matching Grants to be Discontinued—**In this connection, the Committee would stress a few important considerations. Both the principle and the consideration on which the grants-in-aid scheme has been formulated at present have to be modified in the context of the changed circumstances and conditions. *The first step necessary in this respect is to abandon the idea of matching contributions.* We are of opinion that the grant-in-aid given to voluntary organisations for non-recurring purposes should be given on a hundred per cent basis (at least in so far as primary, middle and secondary schools and training institutions, including the special institutions for adult women, are concerned). On the recurring side, the grant-in-aid should ordinarily cover the entire deficit, subject to the ceiling that the aid *per capita* will not be more than the cost per pupil in a State institution of a similar type.

There are several reasons for abandoning the old principle of matching funds. In the past, it was a tacit assumption of all grant-in-aid Codes that the amount of aid shall cover only a part of the cost and

that a certain part of the expenditure shall be met by donations and contributions from the public. This assumption did not create many difficulties in the past because the number of educational institutions asking for donations and contributions was limited and the desire to give charity was much stronger. At present, the total volume of charitable and philanthropic assistance has been greatly curtailed and the number of educational and other institutions making demands for donations and contributions has increased very materially. It is, therefore, no longer possible for voluntary organisations to raise much contribution from the public. Unless the insistence on matching contribution from the institutions disappears, therefore, it will not be possible for private effort to avail itself of the grants-in-aid that the Government might desire to give.

It may be pointed out that the insistence on matching funds in the past has mostly acted adversely on the teacher working in private institutions. Society has a right to expect a sense of devotion and a spirit of idealism in the persons who work in non-official institutions. But it has no right to starve teachers working in them. The best results in the development of education can be obtained when the freedom of private effort and the financial resources of the Government institutions are combined. Such a policy would also enable us to build up what may be described as the "non-official wing of educators" which will contribute very materially to the ultimate progress of society.

In this connection we have to make one point clear. We do realise the dangers of a total abolition of the system of matching funds. *We recommend that exemption from matching grants should be granted only to voluntary organisations of standing and repute.* In their case, the view should be that their past services to the cause and goodwill are a matching contribution. In all other cases, matching funds should be insisted upon. *But, in the case of girls' schools, the extent of matching funds expected should not be more than half of those expected in boys' schools.* For instance, if the boys' schools are expected to pay 50 per cent, the girls' schools should be expected to pay not more than 25 per cent.

**14. Revision of Grant-in-Aid Codes**—The conditions of private schools and the rules of grant-in-aid vary immensely from State to State. It is, therefore, not possible to make any concrete suggestions. We shall, however, suggest some broad principles on which the existing Grant-in-aid Codes should be revised:

- (1) Girls' schools are generally costlier to maintain than boys' schools because the enrolment is smaller, the fee-income is less and the relative cost of salaries etc. is higher. *There should, therefore, be a substantial and significant difference in the rates of grants-in-aid paid to boys' institutions and of those for girls' institutions at all levels.* As the Hunter Commission recommended, the conditions of aid for girls' institutions have to be easier and the grants, more liberal. It should be a main duty of the proposed State Councils for the education of women to examine the existing grant-in-aid codes from this point of view and to persuade the State Governments to amend them, if necessary.

- (ii) Our attention has been invited to the fact that Boards of Secondary Education and Universities often impose very difficult conditions regarding buildings and Reserve Funds while granting recognition. These conditions are often unrealistic and out of keeping with the economic conditions in the country. We feel that the policies in this respect have to be changed for all-girls' as well as boys' institutions. But even if that were not done, we would repeat the Hunter Commission's recommendation that the conditions of recognition should be easier for the institutions for girls. *We recommend that the Government of India and the University Grants Commission should use their good offices in this regard and bring about the necessary change.*
- (iii) There is a very great dearth of girls' institutions in rural areas and every effort has to be made to develop them. *These should, therefore, be given the most liberal form of grant-in-aid.*
- (iv) *Liberal non-recurring grants should be given to all girls' institutions, especially to those that are situated in rural areas.* The purposes of the grants-in-aid should include buildings and equipment. In rural areas, hostels and staff quarters must be included where necessary. Middle and secondary schools and training institutions for teachers, which are basic institutions (these will naturally include institutions which provide special educational facilities for adult women) should not be required to pay any matching contribution and in other cases, a matching contribution of not more than 25 per cent only should be expected.

15. *Schemes which provide loans for non-recurring purposes—and particularly for hostels and staff quarters—should be adopted.* The amount of the loan should cover the entire non-recurring expenditure involved in the proposal, and its repayment should be spread over a fairly long period. Loans should be interest free; if that is not possible, the rate of interest should be low and interest paid must be held to be grantable as recurring expenditure.

16. The Government of India have a scheme to assist voluntary organisations which are doing some experimental or valuable work of outstanding importance. This is a very good scheme. *We recommend that a similar scheme should be prepared for the institutions for girls only and that special funds should be set aside for the purpose.* It should thus be possible to give Central aid direct to some institutions that deserve it.

At present there are several practical and procedural difficulties in the working out of this scheme. All applications to be made to the Government of India under the scheme have to be submitted through the State Governments. This is as it ought to be, but at several later stages also further references become necessary and applications take a long time to be decided upon. After the grants are sanctioned, there are difficulties in releasing instalments. We have no desire to by-pass the

State Governments in this respect; nor do we wish to minimise the importance of adequate financial checks. All the same, we have a feeling that the existing procedure is so complicated, so elaborate, and so detailed that it defeats its own purpose by preventing the voluntary organisations from taking full advantage of the scheme. It is not for us to say in what manner the existing procedures can be simplified. This is a problem for experts and *we recommend that the Government of India should have this aspect of the scheme examined and take steps to see that the procedure adopted in regard to this scheme is simplified and that the grants are released without difficulty.*

There is, however, one recommendation that we desire to make which requires immediate attention. At present, there is an immense delay because applications have to be sent through the State Governments. We were told of instances where it took a year or more for a State merely to forward the applications. *We, therefore, suggest that educational institutions doing experimental or pioneer work of broader significance should be permitted to send their applications direct to the Government of India with a copy to the State Government.* The Central Government should then obtain the comments of the State Government thereon with a time-limit prescribed, if necessary. This will greatly eliminate a good deal of the delay that is now caused.

17. Supervision—The problem of liberal grants-in-aid to private effort is intimately connected with that of supervision and maintenance of standards. At present, what generally happens is that private institutions are starved of funds and, very often, they are not able to maintain proper standards on account of financial difficulties. Several concessions are, therefore, shown to them in spite of the provisions of the grants-in-aid Code to the contrary. We feel that such a state of affairs is not desirable. Government should give liberal grants-in-aid to private organisations on the lines recommended by us and insist on the maintenance of proper standards. We feel sure that the managements of the private schools would readily accept this position and cooperate with Government in the all-out effort to improve the standard of education in the schools of the country. In fact, if the financial difficulties are removed, most of the private institutions will be in a position to provide even better standards than those that obtain in Government schools.

18. Concluding Observations—We shall now conclude this discussion with a reference to two special problems which have to be faced at present. The first is the great necessity of stimulating private effort in rural areas. It shall be the major responsibility of the special Departmental machinery for the education of women (which we have recommended in another section of this Report) to adopt special measures for this purpose. *Wherever possible, new institutions, working in rural areas only, should be helped to come into existence. Where this is not possible, the existing voluntary organisations, which are now confined to urban areas only, should be persuaded to extend their activities to rural areas also.*

There is one class of voluntary organisations which holds forth a great promise for the future, namely, the organisations of women who have dedicated themselves to education and other social services. We feel that every step should be taken to encourage such organisations to

help spread education among women and to further their activities for the welfare of women and children.

From the data made available for us by the Central Social Welfare Board, it appears that there are, at present, 1,331 organisations of women engaged in activities of child-welfare, 1,442 organisations engaged in women's welfare, 195 organisations engaged in welfare of the handicapped children, and 1,075 organisations engaged in general, social and cultural work. More than 2,000 of these organisations are engaged in educational activities and *we recommend that this part of their work should receive liberal financial assistance from the Central and State Governments.*



## CHAPTER XIII

### SOME SPECIAL PROBLEMS

We shall deal with the following special problems of the education of women in the course of this Chapter:—

- I. Education of women at the university stage;
- II Pre-primary Education;
- III. Education of women belonging to backward classes;
- IV. Education of handicapped children;
- V. Social Education;
- VI. Professional Education.

We shall deal with these problems seriatim.

#### I. EDUCATION OF WOMEN AT THE UNIVERSITY STAGE

2. In Chapter VI of our Report, we have recommended considerable expansion of the middle and secondary education facilities for girls particularly in rural and semi-urban areas. If due effect is to be given to these recommendations, it is necessary to increase the supply of women teachers at these stages very considerably. In Chapter IX, we point out that there is a great shortage of women teachers even for the existing middle and secondary schools. We shall, therefore, have to make up these shortages and, in addition, provide the additional teachers needed for expansion. Unless this is done, the basic programme of the expansion of middle and secondary education facilities for girls suggested to us will fail. *We, therefore, recommend that immediate steps should be taken to expand the education of girls at the University stage also and to give adequate financial assistance to girls from rural areas to prosecute their studies at this level.*

3. Provision of Hostel facilities for Girls at the University Stage.—At present there are hardly any colleges in rural areas; and even if a few were to be established—and we do recommend their establishment wherever necessary and possible—they can never be plentiful enough to be within easy reach from every village. Hostel facilities are, therefore, absolutely necessary if girls from rural areas are to receive college education to get training for secondary schools. We, therefore, recommend that adequate hostel facilities should be provided for girls in all colleges, and particularly in training colleges. We also feel that these facilities would not be provided in the near future on an adequate scale unless special funds are provided for the purpose. *We, therefore, recommend that the University Grants Commission, which is a statutory, autonomous body charged with the special responsibility of developing colleges and University education, should set apart a special fund of not less than Rs. one crore for the remaining period of the Second Five Year Plan for giving necessary grants to colleges, including training colleges, for the construction of hostels for girls. While sanctioning these grants, preference should be given to colleges in rural areas and to semi-urban institutions. The funds should be utilised either for purposes of grant-in-aid or for*

ans. When grants are given, they should cover 75% of the total expenditure and, in case of rural colleges, grants on a 100% basis may be given. The loans should cover the entire cost of the projects and should preferably be interest free. Their repayment should be spread over a fairly long term. We hope that the University Grants Commission could give due weight to our recommendations on which largely depends the future expansion of the middle and secondary education of girls in this country.

4. **Scholarships to Girls reading in Colleges**—While the provision of hostel facilities is necessary to develop the higher education of women, it will not be possible to achieve the desired result unless adequate financial assistance is also made available to poor and deserving girls, particularly from rural areas, to continue their studies beyond the secondary stage. *We, therefore, recommend that a fairly large number of scholarships should be instituted for such girls in all colleges—both Government and private.* The amount of these scholarships should be such as would enable them to continue their education without throwing a burden on their families.

5. **Scholarships to Deserving Girls on Merit**—We also recommend that a sufficiently large number of scholarships should be provided at the University stage to be awarded to deserving girls on merit. At present, scholarships are open to competition by boys as well as girls and a fair number of girls win scholarships and prizes in such open competition. It is to be remembered, however, that the conditions under which the girls generally prosecute their studies are far more unfavourable than those under which the boys do. They do not often get the same assistance from home and the same attention to their needs as the boys and, in a very large number of cases, they have to do a good deal of work at home in addition to their studies. Many a girl reading at this stage, therefore, is not able to win a scholarship in open competition, not because of her academic or intellectual inferiority, but because of the social and economic handicaps under which she has to continue her studies. If the education of women is to be developed properly, *it is necessary that the State should recognise these handicaps and provide a sufficiently large number of scholarships to be awarded to deserving girls on merits.* Such scholarships should be open to girls only and should be awarded through open competition. We also suggest that in colleges like those of Commerce, Agriculture or Engineering—these are some of the new careers to which women have taken to recently—a sufficient number of such scholarships should be awarded, especially because these courses are costlier than the general courses of Arts and Science.

6. **Assistance for Educational Equipment to Girls attending Colleges**—Even when girls are staying with their families and attending colleges, we often find that they are unable to procure the necessary books and other educational equipment. We think that extending financial assistance for procuring them will not present much difficulty. *We, therefore, recommend that there should be a scheme under which this financial assistance could be made available to needy girls at the collegiate stage.*

7. **Special Assistance to Selected Institutions**—In the larger interests of the education of women it is necessary to evolve a few good institutions in different parts of the country which would be able to devote themselves exclusively to the study of the special problems of the education of

women and which would be functioning on a scale that would make it possible for capable and idealistic workers to devote their lives to them. A number of such institutions already exist in the States. It would be one of the important functions of the National Council for the Education of Girls and Women to make a survey of such institutions and to select a few of them for special development. There should be a special budget provision for such schemes in the plans of the Government of India and an attempt should be made to develop them on proper lines through grants-in-aid on a 100 per cent basis. Whether these should, in future, be developed into special universities is an issue which need not be discussed at this stage. *The immediate object should be to develop these institutions to the university level and to make them centres of experimental and pioneer work as well as of fundamental thinking with regard to the education of women.* They should also be made the centres from which women workers for the cause would be trained and sent out to all the parts of the country. Even if this more restricted programme is undertaken and properly worked out, it would give a great fillip to the development of the education of women.

## II. PRE-PRIMARY EDUCATION

8. From the educational point of view it is now recognised that children of the 2-5 year age-group require no less of attention from specially trained teachers than children of over 5 years who are considered as ready to receive regular education. However, pre-primary education is as yet in its infancy in our country. This is partly due to the fact that its importance in the growth of the child has not been realised and partly because it has not received sufficient encouragement from the Government which considers other problems more urgent. Expansion of pre-primary education, therefore, has been left mainly to voluntary organisations. Public interest in the problem is being very rapidly stimulated and several pre-primary schools are springing up in urban areas. Recently the interest has also spread to rural areas due to the work done by the Central Social Welfare Board in assisting in the establishment of *Balwadis* etc.

9. We welcome this development and feel that Government should try to help it as far as possible. The policies of the State Governments with regard to this stage of education vary immensely and both the basis and extent of grant-in-aid, wherever it exists, show a marked variation from State to State. There are several academic problems connected with pre-primary education which also need a close examination. We are aware that in 1953 Government appointed a National Committee on Early Childhood Education, which met only once. The recommendations made by it do not seem to have been followed up. *We, therefore, are of opinion that the Government of India should now appoint a special committee to examine the problems of pre-primary education in all its aspects* and to suggest the adoption of certain common policies by State Governments with a view to securing a more rapid expansion of pre-primary education than what has been possible to achieve in the past. We also feel that this expansion should take place in rural areas and industrial centres and be of benefit to a large number of working women-

Any large-scale expansion of pre-primary education will, however, largely depend upon the extent to which trained women teachers are available to work in pre-primary schools, especially in rural areas. *We, therefore, recommend that Government should accept the responsibility for the training of women teachers for pre-primary schools and that private effort working in the field should be liberally encouraged.* The grants-in-aid to training institutions for pre-primary teachers as well as the assistance to be given to the trainees should be on the same lines as we have recommended earlier for the training of primary teachers.

10. We also feel that women teachers who have received training in pre-primary education would make very good teachers for classes I and II of primary schools. The adoption of some of the play-way methods of pre-primary schools in class I would also help very greatly in reducing the stagnation at that level. *We, therefore, recommend that women who have received pre-primary training should be considered eligible for appointment in primary schools also and regarded as trained primary teachers for purposes of pay and allowances.* If this step is taken, the training of pre-primary women teachers would become practically a part of the training of women teachers for primary schools and the expenditure incurred on it would be good investment for the development of education in the age-group of 6-11 as well.

### III. EDUCATION OF WOMEN BELONGING TO THE BACKWARD CLASSES

11. The problem of the education of women belonging to the backward classes was raised in the course of our discussions. This problem is doubly difficult because, among these communities, even the education of men is extremely backward and is already being treated as a special problem. We do not think, however, that it is necessary for us to examine this problem in detail. The Report of the Backward Classes Commission is before Government and it contains a more thorough study of the problems than any we can undertake in the short time at our disposal. Besides, the Government of India has created a special machinery for the welfare of the Backward Classes and there is a corresponding part of this machinery at the State level also. Large funds are provided both at the Central and the State level for the welfare of the Backward Classes. These general measures which are being adopted by Government are, in our opinion, broadly adequate to secure the welfare of the women of the Backward Classes also. We, therefore, feel that we are not called upon to make any detailed recommendations on the subject. The only suggestion necessary in this connection is that the education of girls and women belonging to the backward communities should receive greater attention than in the past and that, in the funds set apart for the welfare of the Backward Classes, a specified portion should be earmarked for the education of women.

### IV. EDUCATION OF HANDICAPPED CHILDREN

12. There is a very large number of handicapped children in India. Correct statistics are not available, but it has been estimated that the total number of blind persons alone is about 20 lakhs. Besides these we have to take into account a large number of dumb, deaf, crippled and mentally handicapped children. It is, therefore, obvious that adequate provision will have to be made for the care of several lakhs of these children as soon as practicable.

13. At present there are a number of agencies in the country which are providing some facilities on a humanitarian basis. These are being aided by the Central and State Governments. There are also a number of Women's Welfare Organisations which are engaged in this activity and these also are being assisted by the Central Social Welfare Board. But on the whole, the provision made at present for the handicapped childrer is far from adequate. In all Western countries, the provision of universal and compulsory education also implies the provision of adequate special educational facilities for the handicapped children. When we shall try, during the Third Five Year Plan, to enrol all children in the age group 6-11, we shall also have to make a determined effort to make a better provision for these handicapped children and a certain part of the budget will have to be set aside for this purpose.

14. What we have said earlier about pre-primary education applies to the education of handicapped children also. Women make good teachers for such children and we feel that the *Central Government must now come forward to provide adequate training facilities for women teachers of institutions for handicapped children.* We, therefore, recommend that training facilities for women teachers in institutions for handicapped children should be provided at a few selected centres in the country. Since these centres would normally cater for the needs of more than one State, it is necessary that they should be directly assisted by the Government of India.

#### V. SOCIAL EDUCATION

15. The problem of Social education of women is of very great importance, especially because the percentage of literacy amongst women is only 9.3 according to the census of 1951. If we remember that a very large number of literate women come from urban areas, it is obvious that the percentage of literacy among rural women is still smaller indeed.

16. This problem can be conveniently dealt with under two heads:—

(i) literacy;

(ii) teaching of simple skills and the creation of certain new attitudes among women, irrespective of the fact whether they are literate or not.

17. **Problem of Literacy**—The problem of literacy amongst women is colossal in its magnitude and baffling in its complications. It is not only the huge number of illiterates that constitutes the main problem; in fact, it is the dependent status of women, the shackles of custom, the almost total absence of leisure due to a life of drudgery and the conservatism of men (even of the women themselves) which is the heart of the problem. The task is, therefore, both vast and difficult.

18. A good deal of very useful work has been done in this field during the last 30 years and considerable experience has now been gained. Literacy has been promoted in urban areas in the past with a fair degree of success and even in the villages considerable spade work has been done to this end. We do not think, therefore, that it is necessary for us to make any recommendations on such problems as (i) the methods of organising literacy classes for women, the common difficulties

that prevent regular attendance of women at such classes and methods to overcome them, (ii) the securing of women teachers for such classes and their training, and (iii) the production of suitable literature for the neo-literates. The subjects are now well understood.

19. What is needed at present, therefore, is more funds, more workers and a more determined drive to eradicate the evil of illiteracy. For this purpose, we make two main recommendations. The first is that *a determined effort should be made to increase the number of literacy classes for women as largely as possible, particularly in rural areas.* This may be attempted through the separate schools for girls which should be converted into Community Centres for local women and closely associated with *Mahila Mandals*. We have also recommended earlier that, even in co-educational schools, there should be some women members of the staff and that the local women should be closely associated with these schools, especially with a view to increasing the enrolment of girls. This association should provide the opportunity to organise literacy work amongst the local women through the *Mahila Mandals* concerned. *Our second suggestion is that intensive campaigns for the spread of literacy amongst women should be organised, both in urban and rural areas, on as large a scale as possible.* For this purpose, the State Governments should be requested to select certain compact areas and an attempt should be made to make 30 to 50 thousand women literate in each area in a given period. The preparation for the campaign should start at least one year in advance and should include the entire plan of the campaign from the initial survey to the final follow-up. A fairly large amount should be set aside in the Third Five Year Plan for such campaigns for spreading literacy amongst women. A special machinery should be created to evaluate the results of campaigns from time to time and also to use them to make the later campaigns more successful.

20. **Imparting Simple Skills and Attitudes**—We shall now turn to the second aspect of the problem. Strengthening the family as the basic social units is one of the most important plans of social education, and women have to bear the brunt of any programme designed for strengthening the family. As a vast number of women are unlettered, this programme will have to be based on means of communication other than the written language. It is, however, essential that the techniques employed must be fundamentally educational, that is to say, groups of women interested in acquiring the simple knowledge and skills within this programme should be created and, as far as possible, responsibilities involved in acquiring the skills should be devolved on the groups themselves in a collective fashion.

21. The simple types of knowledge, attitudes and skills needed to strengthen the family may be considered in five groups comprising food, children, cleanliness, other domestic skills and certain attitudes.

(a) So far as food is concerned the women need to know the basic principles of nutrition; the idea of the balanced meal; the food needs of infants, children, adolescents and adults; the preparation of a few cheap but complete foods; and the preservation of certain types of food, which are cheap and abundant in one season but scarce in others. If possible, the scope of this part of the programme may be extended to include kitchen gardening, bee-keeping and poultry.

(b) In regard to children, the women need to know broadly the methods of bringing up children in accordance with modern developments in child psychology and child care; the more common diseases of children and their simple remedies of proved efficacy and the great importance to the family of putting children of school-going age in the school and providing study facilities for them. In this connection it is of the greatest importance that women should appreciate the need of family planning.

(c) Health and sanitation will include care of the body and formation of healthy habits, cleanliness of the house, disposal of waste, soakage pits, smokeless *chulhas* etc. It could also include the popularisation of simple and cheap latrines, such as the one developed at the Action Research Institute at Lucknow.

(d) Other needed skills include cutting and sewing, spinning and knitting as well as simple first-aid. If possible, a vocational skill which can stand the women in good stead in the locality may also be imparted.

(e) Besides the skills mentioned above, it is of great importance that women should develop new attitudes to birth-control and the education of their children, particularly girls. They must also develop an antipathy to superstitious practices, wasteful customs and the caste mentality. The removal of the hold of casteism on the minds of women is absolutely necessary and the task has to be tackled with seriousness.

22. In areas where *Gram-Sevikas* or *Mukhya-Sevikas* are working, some of the items in the above programme are being attended to. It is necessary that the job chart of a *Sevika* should emphasize the above items and her training also should be focused sharply and intensively on it. But we think that the *Gram-Sevika* alone will not be able to do adequate justice to the problem. It would be necessary to establish *Mahila Mandals* in every village which should be required to organize social education of the local women on the lines recommended above. It should then be the responsibility of the *Mukhya-Sevikas* and *Gram-Sevikas* to stimulate these *Mahila Mandals* to carry on these activities intensively and on a large scale.

In some areas in different States the method of a well-equipped mobile mission should be tried. A vehicle equipped with charts, pictures, films, film-strips and auxiliary instruments may carry 2 or 3 women, including the driver, to work intensively in an area for about  $3\frac{1}{2}$  months. The standardised equipment will of course, also include all the material necessary for the training programme mentioned earlier, and in addition a sewing machine, a community medicine chest, kitchen garden seeds, models of smokeless *chulhas*, latrines etc.

It is suggested that a girls' school in one of the smaller towns may be selected as the base from which a mobile mission may operate. A small town is not so isolated from the surrounding rural area. The staff of the mission and its equipment will be a part of the staff and equipment of the school and the head of the school—preferably, a high school—will be the administrator in charge of the mission. If necessary she will receive suitable training for a short period to enable her to discharge her responsibilities connected with the mission. Also small towns are not in such a large number as to make a scheme such as suggested here, too costly, and yet they are in sufficiently large number to make an impact which can be felt and measured. According to the 1951 Census, there

are about 2,500 small towns in India. A phased programme spread over 5 years will cost annually on the average of Rs. 2 crores non-recurring and Rs. one crore recurring, the whole of which should be the concern of Government of India. As each mission can cover about 20 villages in the area in which it works for  $3\frac{1}{2}$  months, the expenditure comes to about Rs. 1,000 per village. The *Gram-Sevika* of the area should be made responsible for cultivating the heaven left behind by the Mission, which may not be a difficult task, if the mission succeeds in training and leaving behind it rural women who can assist the *Gram-Sevika* in so far as work in their villages is concerned.

Needless to say, the success of the mission will depend upon efficient training of the workers, a well-thought out standardisation of their equipment and programme and an organisation which will keep up a regular supply of films, film-strips, books and other needed supplies to the missions. Some of the reading material may have to be prepared specially for use by the missions. The Education Department in the various State Governments are the best agency to implement such a scheme.

## VI. PROFESSIONAL EDUCATION

23. Finally, we shall turn to the discussion of the problem of the professional education of women. We have already referred to the study of the woman-power requirements of the Third Plan made at our request by a study-group at the Planning Commission and quoted the estimates made by this group in so far as women teachers are concerned (a little over 4,00,000 of teachers) in chapter IX. This study throws an interesting light on some other aspects of the problem as well. For instance, it shows that the demand for women doctors will rise to 15,000 by 1965-66 when there will be a shortage of about 5,000 women doctors. This shortage cannot be met by men doctors because there would be an over-all shortage of men doctors as well by 1965-66. Similarly, the demand for nurses is expected to rise to 58,600 by 1965-66. Here too, a shortage of 1,400 nurses is anticipated. The demand for midwives is expected to rise to 1,10,000 in 1965-66; but out of this, there would be a shortage of 47,400. The demand for health visitors would rise to 5,055 in 1960-61\* and the anticipated shortage is expected to be 3,081. The demand for women pharmacists is expected to rise to 5,100 by 1965-66 as against a supply of 1,760 only. After analysing these statistics, the group have observed:

“Under certain broad assumptions, the supply and demand position at the end of the Second and Third Five Year Plans of the following categories of medical personnel, (i) Lady Doctors (ii) Nurses (iii) Midwives and Auxiliary Nurse Midwives (iv) Health Visitors and (v) Pharmacists have been estimated. It will be seen that there will be a shortage of such category of personnel. There will be huge shortage, especially for the midwives and auxiliary nurse midwives. Immediate steps should be taken to meet these shortages particularly for the auxiliary nurse midwives by opening up of an adequate number of training institutions as well as by increasing the number of admissions per training centre, wherever possible.”

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\*No further addition in the number of health visitors in the Third Plan is expected.



24. Turning to the field of Social Welfare, the study group pointed out that their estimates suffer from "the non-availability of adequate data concerning the welfare services in the States, activities of the voluntary organisations in the country, training facilities etc. Even though the magnitude of social problems like juvenile delinquency, immoral traffic, beggary, socially and physically handicapped etc., is realised, it has been possible to work out only the minimum estimates considered necessary for essential services in every State to meet urgent social problems. Keeping the above in view, it is broadly estimated that 1,02,000 women personnel would be required for the various services in the field of Social Welfare".

25. Turning to the problem of village and small scale industries, the group observes:

"In the light of the information available in the Census of Indian Manufacturers and some estimates worked out by the Labour and Employment Division and the Technical Training Committee (appointed by the Small Scale Industries Board), the total number of women to be employed in skilled and semi-skilled jobs by 1960-61 is estimated at 89,000. Further, taking into account the total estimated shortage of skilled and semi-skilled personnel during the Second Plan period, it is roughly estimated that there would, perhaps, be scope for employment of about 30,000 to 35,000 women. As regards the demand during the Third Plan period, it may roughly be of the order of 20,000 to 25,000. In case, however, the shortage of technical personnel is to be met fully during the Third Five Year Plan, the total requirements would be of the order of about 60,000 to 70,000."

26. Owing to the short time available, the study could not be extended to some other fields where a potential for the employment of women exists.

27. Even from this brief study, it is evident that there would be a great shortage of women personnel during the Third Five Year Plan. In this connection, we should like to emphasise one aspect of the problem. If the Plans are to be successfully implemented, it is absolutely necessary to make a thorough study of the woman-power requirements of the Plan and to take adequate measures to train the necessary personnel in good time. Our general feeling is that this aspect of the problem is almost totally neglected at present. *We, therefore, recommend that the Planning Commission should set up a suitable and permanent machinery to evaluate the requirements of woman-power in the implementation of the Plans from time to time and make the results of its studies available to the administration and the public.*

28. We were also surprised and rather pained to find that there is a good deal of misinformed talk about 'wastage' in the higher professional education of women. Even persons who should have known better have complained that there is a good deal of wastage in the medical education of women and that a large number of women who have been trained as doctors do not practise the profession at all. On this understanding, for which there is not much justification, seats allotted to women in certain medical colleges have already been curtailed. Statements of this type and

the action taken on these lines have hurt the feelings of women in all parts of the country and such talk and actions become all the more tragic because there is an acute shortage of women doctors. The evidence that was produced before us went to show that there is not much truth in this talk of wastage and that there is at least a *prima facie* case for having the whole problem examined at the hands of experts without any delay. We should ourselves have liked to examine this problem, but we feel that we are not adequately equipped to deal with it in a comprehensive and authoritative manner. We, therefore, recommend that the Government of India should constitute a high-power committee at an early date to examine the problem of the so-called wastage in the medical and other professional education of women.

## CHAPTER XIV

### ORGANISATION, ADMINISTRATION AND FINANCE

We have so far discussed various problems concerning the education of women which had been referred to us and have endeavoured to suggest several measures—special and general—by way of solution. But the magnitude of the problem is so great that no worth-while results are likely to be obtained unless a special machinery is created to deal with it—both at the Centre and in the States—and special funds for the purpose are earmarked. Both these problems will be discussed in this Chapter.

2. Creation of a Special Machinery for the Development of the Education of Women—We have shown in Chapter IV that the education of women has failed to make good progress since 1947 mainly because it was not treated as a special problem and recommended that this should now be done. But, while it is necessary to regard the education of women as a special problem, this step alone is not sufficient to meet the situation.

As early as 1854, the Despatch of the Court of Directors announced the decision to give the frank and cordial support of Government to the education of women. In spite of this decision, the Hunter Commission of 1882 found that 'female education is still in an extremely backward condition' and made a large number of very useful recommendations treating it as a special problem. But even thirty years later, the Education Resolution of 1913, while surveying the whole field of educational development, reported that "the education of girls remains to be organised". The Hartog Committee which has asked to report on the growth of education in 1929, among other things, highlighted the wide disparity of enrolment as between boys and girls and stressed the need for giving priority to the claims of girls' education in every scheme of expansion. But in spite of these recommendations, the general position of the education of women in 1947 was still very unsatisfactory. These persistent failures to develop the education of women in spite of all the learned studies undertaken and useful recommendations made from time to time are due, as stated in Chapter III, to a number of reasons such as the absence of vigorous State effort, the absence of a special and powerful machinery to deal with the problem, and the non-allocation of adequate funds for the programme. Unless immediate steps are taken to remedy these shortcomings, we feel that even the recommendations in this Report will amount to little more than a pious hope. As a first step in the new policy, therefore, *we recommend that measures should be taken without delay to create an adequate machinery, both at the Centre and in the States, to deal with the problem of the education of women.*

3..National Council for the Education of Girls and Women—What should be the nature of this machinery at the Central and State levels is the next issue to be discussed. In so far as the Government of India is concerned, *we recommend that steps should be taken to constitute, as early as possible, a National Council for the Education of Girls and*

## INTRODUCTION

**Appointment of the National Committee on Women's Education—** The problems of the education of girls and women in our country have acquired a new significance since the attainment of Independence and there is an ever increasing realization, both in the minds of the people and the Government, that unless every effort is made to find solutions for them, the rapid progress of the country which is the aspiration of every one will be seriously impeded. Planners and administrators, both at the Centre and in the States, have been discussing these problems with this end in view.

The Education Panel of the Planning Commission, at its meeting held in Poona in July, 1957, recommended that "a suitable Committee should be appointed to go into the various aspects of the question relating to the nature of education for girls at the elementary, secondary and adult stages and to examine whether the present system was helping them to lead a happier and more useful life". This recommendation was placed before the Conference of the State Education Ministers (held in September, 1957) who also agreed that a special Committee should be appointed to examine the whole question of women's education.

The National Committee on Women's Education was accordingly set up by the Government of India in the Ministry of Education under Government Resolution No. F. 34-12/57-B.5 of 19th May, 1958. (*Vide* Chapter XVII) with the following members:

- (i) Shrimati Durgabai Deshmukh, Chairman, Central Social Welfare Board—*Chairman*.
- (ii) Kumari S. Panandikar, Director of Education, Bombay.—*Member*.
- (iii) Shri P. N. Mathur, Education Secretary, Banasthali Vidyapith, Rajasthan.—*Member*.
- (iv) Smt. Kulsum Sayani, Editor "Rahber", Bombay.—*Member*.
- (v) Shri J. P. Naik, Mouni Vidyapith, Gargoti, Bombay.—*Member*.
- (vi) Smt. Zahra Ahmed, Member, Legislative Assembly, Bihar.—*Member*.
- (vii) Smt. O. C. Srinivasan, Retired Director of Public Instruction, Madras.—*Member*.
- (viii) Kumari Sarojini Rajan, Assistant Educational Adviser, Ministry of Education.—*Secretary*.

At the special request of the Committee, Dr. Phulrenu Guha, Vice-Chairman, West Bengal State Social Welfare Board, agreed to associate herself with its work and function as a member.

2. **Terms of Reference—**The terms of reference of the Committee are as follows:—

- (i) to suggest special measures to make up the leeway in women's education at the primary and secondary levels;

*Women to advise the Government on the problems of the education of girls and women at all levels and stages. It will study the problems of the education of women, suggest policies, targets and priorities, and initiate and scrutinize developmental schemes. It will watch over the implementation of schemes for the development of the education of women, obtain regular reports of progress, and compare, co-ordinate and make periodic assessment of the progress made in the States. It will sponsor pilot and research projects, organise seminars and workshops and also secure public co-operation and organise the education of public opinion necessary for the implementation of the programmes relating to the education of girls and women.*

4. This Council will be composed of women and men, both official, and non-official, from different States, who are considered as experts in their own fields and are also primarily interested in the education of women. Special care may be taken to include representatives of voluntary organisations who have concerned themselves with the different aspects of women's education and are playing a significant role in this field.

The Chairman of the Council should be a non-official woman and a full-time worker. It shall be the special responsibility of the Chairman to tour all the States, discuss the problems of the education of women with persons concerned and specially with the teaching, inspecting and administrative staff and satisfy herself as to the progress being made in each State. We consider this as an essential function from the point of view of ensuring the maximum effectiveness of the machinery we have recommended.

This Council need not be large and can entrust most of its detailed work to appropriate sub-Committees reporting to it. These sub-Committees would ordinarily consist of the members of the Council; but when necessary, it should be open to the Council to appoint non-member experts on its sub-Committees.

The Council should have a small office of its own and adequate provision should be made for the staff and the necessary expenses required for its smooth working.

5. The mere enunciation of policies or preparation of plans will not lead to the expected results unless, as already stated, there is a special administrative machinery with adequate and necessary powers to implement these policies and plans. *We feel that an improvement in the present position can be brought about within a reasonable period of time, if the Central Government assumes more responsibilities.* We are aware that education is a State subject and that the implementation of education schemes is the direct responsibility of the States. But when crucial questions of national significance arise, the Centre cannot but take the initiative into its own hands. *The problem of the education of women is so vital and of such great national significance that we regard it as absolutely necessary for the Centre to assume responsibility for its rapid development. This responsibility will be threefold:*

- (i) *It should be a responsibility of the Centre to see that parity between the education of boys and girls is reached as early as possible, and also to see that the education of girls and women is developed evenly in all parts of the country;*

- (ii) *The Centre should prescribe the targets to be attained and also guide the States in preparing comprehensive development plans for the education of women in their areas;*
- (iii) *The Centre should assist the States financially in implementing the approved plans.*

6. If all these functions are to be effectively carried out, *we feel that there should be a senior officer of the rank of Joint Educational Adviser at the Centre to look after the education of girls and women.* We have already pointed out how disappointing the present position is and how greatly women's education needs encouragement, expert guidance and tactful control. We consider such a senior officer is necessary not only because of the weight of responsibility to be carried, but also for the driving force required.

7. *It would also be necessary to create a separate unit in the Ministry of Education to deal with the problems of the education of women. This unit would naturally be under the control of the Joint Educational Adviser. We also feel that the Joint Educational Adviser should be the ex-officio member-Secretary of the proposed National Council for the Education of Girls and Women.*

8. **State Councils for the Education of Women**—We have already recommended the creation of a National Council for the Education of Girls and Women. On the same lines, *we recommend that the State Governments should establish State Councils for the Education of Girls and Women with a full-time non-official woman Chairman.* These Councils should consist of official and non-official members, both men and women. The functions of these Councils may be similar to those of the National Council. There should, however, be a close link between the National Council and the State Councils to ensure that the policies enunciated are properly coordinated. *We suggest, therefore, that apart from a few other official and non-official members, the National Council should mainly consist of representatives of the State Councils.*

9. **Woman Joint Director in each State**—The Committee is deeply concerned at the nature and degree of neglect meted out to the problems of the education of girls and women in the States. The Hartog Committee had recommended that there should be, at "Provincial" headquarters, a woman officer of "high position with experience and authority" to look after women's education. The Secondary Education Commission recommended the appointment of a Deputy Directress in each State to look after women's education. We find that excepting Bihar, Punjab and Uttar Pradesh where they have Deputy Directresses for women's education, in all the other States, there are no posts for women higher than that of Inspectresses, though Rajasthan, West Bengal and Delhi have Assistant Directresses with powers more or less equal to that of an Inspectress. We also find that the Deputy Directresses, wherever they exist, are largely concerned with routine matters of administration and are either not consulted or have very little say in policy making. The following table gives the position, number and status of women officials in the Education Departments:

TABLE No. XIV (1)

*Administrators of Education in the States (1955-56)*

State	Director and Joint Director			Deputy Director			Assistant Director**			Inspector			Other Officials		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Andhra	3	..	3	7	..	7	6	..	6	473	4	477	21	2	23
Assam	1	..	1	1	..	1	1	..	1	214	5	219	7	..	7
Bihar	1	..	1	4	1	5	7	..	7	560	9	569	75	..	75
Bombay*	4	..	4	8	..	8	5	..	5	819	74	893	56	..	56
Jammu and Kashmir	2	..	2	1	..	1	..	..	..	2	5	7	21	..	21
Kerala	1	..	1	1	..	1	..	..	..	55	2	57	14	..	14
Madhya Pradesh	4	..	4	8	..	8	5	..	5	531	42	573	12	..	12
Madras	1	..	1	3	..	3	..	..	..	342	5	347	24	1	25
Mysore	1	..	1	4	..	4	..	..	..	123	..	123	16	..	16
Orissa	1	..	1	3	..	3	..	..	..	259	5	264	8	..	8
Punjab	2	..	2	4	1	5	..	..	..	157	35	192	3	..	3
Rajasthan	3	..	3	4	..	4	2	..	2	172	9	181	2	..	2
Uttar Pradesh	2	..	2	8	1	9	..	..	..	493	56	549	5	..	5
West Bengal	1	..	1	..	..	..	2	..	2	301	13	314	23	1	24





It will be seen from Table XIV (1) that out of a total number of 31 Directors and Joint Directors, there is no post for women although Bombay's Director of Education incidentally happens to be a woman at the moment. Out of 61 Deputy Directors, only 3 are women while, against a total of 4,849 Inspectors there are only 270 Inspectresses. These figures speak for themselves. We are not surprised, therefore, that women's education has so far made only such little progress. *We recommend that in each State a woman should be appointed as Joint Director and placed in charge of the education of girls and women. She should be responsible for the planning, organising and execution of all the programmes pertaining to the women.* The general educational policy will, of course, have to be decided by Government for the Department as a whole as at present but the woman Joint Director should have independent authority for working out and operating schemes for the education of women. We feel that the appointment of such a woman Joint Director in each State will go a long way towards improving the position of the education of girls and women.

10. Supervision and Inspection—The supervision and inspection of the institutions for the education of girls is yet another problem. In this connection, we feel that, as far as possible, a large proportion of inspecting officers should be women, just as we feel that a large number of primary teachers should be women. An examination of the existing position shows that the total number of women inspectresses as at present is quite inadequate in relation to the enrolment of girls. The table referred to in the preceding paragraph is very revealing from this point of view. Out of a total of under 5,000 of inspecting officials, barely 300 are women. Mysore State does not have even a single woman inspectress. It also appears that the few inspectresses who are working at present are expected to concern themselves with the girls' schools only, although there are a large number of co-educational schools, having a considerable enrolment of girls and having women teachers. In the majority of primary schools, co-education prevails and even at the middle and secondary stages girls do attend boys schools. We are, therefore, unable to appreciate why more women have not been appointed to give the necessary confidence to women teachers and to parents. There appears to be no correlation between the number of women teachers and inspectresses and the number of men teachers and inspectors.

Coming to the different stages separately, our view is that, at the primary stage, since all schools are co-educational, it would not be practicable to suggest a separate inspectorate of women. Both women and men can supervise the schools but an increasing number of women inspectors should be employed. *We, therefore, recommend that all vacancies at this level should, as far as possible, be filled by women.*

At the middle school stage also, there is a good deal of co-education and we have also recommended that the number of co-educational schools with a mixed staff of men and women teachers should be increased. *The recommendation made above for primary schools would, therefore, also apply for middle schools.*

The problem of inspection is rather different at the secondary stage, where schools are generally separate for boys and girls. In this case *we recommend that girls' schools should be inspected by women officers,*

except when it is not administratively feasible to do so. As the girls' secondary schools are scattered over wider areas, the inspectresses should ordinarily be given a smaller number of schools to supervise. Wherever girls attend boys' secondary schools, women inspectresses should visit them and ensure that the girls are receiving necessary facilities and proper attention.

11. From the evidence we have received during our tour, it is clear that most of the State Governments are not aware of the difficulties created by the non-existence of the type of machinery that we have recommended here. There is a growing realisation of the backwardness of women's education in all the States, but little has been done to remedy the position. We are also of the view that there is need for closer co-ordination, everywhere and at every level, than exists at present. The Ministry of Education in pursuance of its policy of achieving an equal and uniform development in all States and at all stages, has drawn up a number of schemes for expansion and development of education during 1957-58. The scheme for expansion of girls' education and training of women teachers is one such and was prepared because of an increased awareness that women's education is seriously lagging behind and needs special efforts to bring its progress into line with the progress of the education of boys. We found that many of these schemes were not taken up because they were not known or had not received sufficient attention or the difficulties, financial and otherwise, of those implementing them, had not been fully appreciated or because there was a good deal of delay on account of the procedural routine. We feel that all such difficulties as are experienced at present will disappear when a special machinery of the type we have suggested is created in all States.

It is absolutely necessary that this special machinery should be functioning in full swing before 1960-61 when the Third Five Year Plan begins. *We, therefore, recommend that immediate steps should be taken to implement the recommendations made by us in paragraphs 3 to 10.*

12. Cooperation of all Governmental Agencies—Our emphasis on the creation of a special machinery to deal with problems of the education of women should not be misunderstood to imply that this agency alone should be responsible for women's education and can achieve all that is proposed. While the creation of such an agency is necessary, it has to be remembered that this step alone is not sufficient to meet the situation. *The magnitude of the problem as visualised by us is so great that it can be accomplished only if all the resources of Government and of all non-official workers are combined together and fully geared to the task.* Every officer of the Government and every Department of Government must be required to lend support to this cause. In bringing more girls into the schools, the organisation of the Community Development Blocks and Social Welfare Projects must be fully used for the purpose and it should be regarded as a major responsibility of all the Block and Project staff to see that the enlistment of girls in schools is increased. Similarly officers of the Revenue Department, which still has a great traditional prestige and authority behind it, should be required to interest themselves specially in the problem and to assist in giving impetus to the education of women. Even within the Education Department itself, there is a danger that the Joint Director for the education of women and

her assistants may feel themselves isolated and that they may not get adequate cooperation from their colleagues. Steps will also have to be taken, therefore, to emphasise the fact that, in spite of the creation of a special agency for the education of women for administrative reasons, it is the responsibility of the Department as a whole to see that the cause of the education of women makes satisfactory progress and every officer of the Department should be required to participate in and contribute his best to this programme. It is only when all the resources of all the sections of the Education Department and all the other Departments of Government are put together and made to work whole-heartedly in the development of the education of women that the best results would be obtained.

13. In the same way, *it is also necessary to enlist the cooperation of all semi-official organisations, local bodies, voluntary organisations, teachers' organisations and the members of the public to assist in the promotion of the education of women.* The semi-Government organisations and local bodies can establish and conduct institutions for girls and aid them from their own resources. The voluntary organisations of the people have a very important role to play and this has been discussed in a separate Chapter. The members of the public have also a very great part to play because, in the ultimate analysis, the proper development of the education of women implies a change of heart on the part of every man and every woman. Men are expected to shed the traditional prejudices of a society based on the concept of the domination of one sex over another, to learn to respect women as equal partners in life, and to value the need of providing them equality of educational opportunity and equality of status in all social, political and economic matters. In the same way, it is also necessary for women themselves to abandon the traditional attitudes of inferiority and subservience and to play their rightful role as equal partners in the home and in society. This change of attitude obviously involves the re-education of every man and woman. *We would, therefore, recommend that every effort should be made to enlist non-official cooperation for programmes of the development of the education of women.*

14. **Direct State Action**—One point deserves mention here. We have already recommended that private effort should be accepted as an important agency for the development of all education in general and of the education of women in particular. We have also recommended that adequate measures should be taken to stimulate private effort and to give it very liberal financial assistance. But this should not be interpreted to mean that the basic and constitutional responsibility of the States to provide adequately for the education of women is to be lightened. *We, therefore, recommend that, to the extent that private effort is not forthcoming, direct action should be taken by the State to develop the education of women and to establish special institutions for the education of women under its immediate control.*

15. **Special Financial Provision for the Education of Women**—We have already pointed out that most of the measures suggested by us are not new—in fact they cannot be new—and that they have been made by other Commissions and Committees also on more than one occasion in the past. If the education of women still lags behind, it is not because Government did not know what to do but because the machinery to

deal with the problems adequately had not been created and more important still, the necessary finances were not forthcoming. It is necessary to take care that the same mistakes are not repeated. We have, therefore, already recommended the creation of an adequate special machinery. *We now recommend that an amount of not less than Rs. 10 crores (in addition to provisions that already exist) should be earmarked for the education of women during the remaining period of the Second Five Year Plan and that an adequate special provision should be made for the education of women in the Third Plan.*

*16. The amount that will thus be set aside for development of the education of women during the remaining period of the Second Five Year Plan should be utilised for the following purposes:*

- (i) Development of middle schools for girls;*
- (ii) Development of secondary schools for girls;*
- (iii) Development of training institutions for women;*
- (iv) Construction of hostels for girls and staff quarters for girls' schools at all levels; and*
- (v) Organising of special educational facilities for adult women.*

*Preference should be given to institutions in rural areas and liberal grants should be given to private organisations on the general principles already recommended by us in Chapter XII.*

Our reason for selecting these activities is that they will help us to get more women teachers. If we need more women teachers at the primary, middle and high school stages during the Third Five Year Plan, it is obvious that the activities mentioned above have to be developed during the Second Five Year Plan.

17. It is not possible to estimate the exact financial provision required for the development of the education of women during the Third Plan. The Government of India have already decided that all children in the age-group of 6 to 11 should be brought into school by 1965-66. We have been given to understand that this would need a provision of Rs. 300 crores during the period of the Third Five Year Plan and that steps are being taken to include such a provision in the Plan. As we have stated before, a large part of this amount would benefit the girls who form the bulk of the non-attending children at present. Similarly certain benefits will also accrue to the cause of the education of girls as a result of other general schemes of educational development which will be included in the Third Plan just as certain benefits of the special schemes undertaken for the development of the education of girls will accrue to the education of boys. We are not taking such programmes of general educational development into consideration. *But we do recommend that, during the Third Five Year Plan, there should be a special programme for the development of the education of girls and women which is not covered by any of the general programmes and that it should include expenditure on the following items regarding which we have made special recommendations in this Report:*

### 18. *Primary Stage (Age-group 6-11)*

- (i) Attendance prizes and scholarships to girls in the age group of 6-11;
- (ii) All items and programmes connected with the drive to enrol more girls into schools;
- (iii) The appointment of school mothers;
- (iv) Supply of free educational equipment and clothes to girls attending schools;
- (v) Attendance allowances to teachers;
- (vi) All expenditure required to provide special amenities needed by girls in co-educational schools; and
- (vii) Construction of quarters for women teachers in rural areas.

### *Middle Stage (Age-group 11-14)*

- (i) Scholarships to girls to enable them to continue their education further;
- (ii) Establishment of separate middle schools for girls as well as the development of existing ones. This item will include everything required in connection with such institutions when established under the control of Government and the provision of liberal grant-in-aid to local bodies and private effort in other cases; and
- (iii) Supply of free educational equipment and clothes to girls in schools at this stage.

### *Secondary Stage (Age-group 14-17)*

- (i) Scholarships to girls on merit;
- (ii) Scholarships to girls to enable them to continue their education further;
- (iii) Grant-in-aid to private institutions on account of concessions in fees given to girls at this stage;
- (iv) Supply of educational equipment and clothes to girls; and
- (v) Establishment of additional secondary schools for girls or further development of existing ones, especially in rural areas, with the provision for staff quarters, hostels and even free or subsidised transport where necessary. This item would include the amount required for institutions controlled by Government as well as that required for giving grants-in-aid to local bodies and private effort.

### *University Stage*

- (i) Scholarships to girls on merit;
- (ii) Scholarships to girls to enable them to continue their studies at this stage;
- (iii) Grant of educational equipment to girls attending colleges;
- (iv) Special grants to be given to a few selected institutions to develop themselves fully into special educational institutions devoted to the education of women.

### *Training of Teachers*

(i) Non-recurring grants required for the development of existing institutions and for the establishment of new training institutions for women primary teachers, especially in rural areas. These grants should include grants for building, equipment, staff quarters and hostels.

(ii) Award of Scholarships to girls, especially from rural areas while under training.

### *Vocational and Special Education*

(i) Grants-in-aid to institutions providing special educational facilities for adult women;

(ii) Social education programmes for adult women;

(iii) Vocational training to women;

(iv) Grants to private institutions providing vocational training to women; and

(v) Increasing the existing facilities available to women for vocational education.

### *Administration and Supervision*

(i) All expenditure connected with the National Council for the Education of Girls and Women;

(ii) All expenditure connected with the State Councils for the Education of Girls and Women; and

(iii) All expenditure required for organising educative propaganda for developing the education of women.

19. *In our opinion, a minimum amount of Rs. 100 crores would be needed during the Third Plan for the purposes stated above. It is not possible for us, at this stage, to estimate the expenditure on account of these schemes adequately. But we suggest that this task should be immediately taken up by the special machinery to deal with the education of women which we are recommending at the Centre and in the States.*

20. *Procedure—It is necessary to evolve correct procedures for the implementation of the schemes to develop the education of women. The experience of the working of the recent scheme of financial assistance to the State Governments for the development of the education of girls at the primary stage has not been very happy. For a long time, State Governments were not aware of the schemes. Several of them took time to understand its implications and to work out their own concrete programmes to implement it. Some States refused to accept it because they were unable to pay the 25 per cent matching contribution. The net result was that hardly any money was spent from the scheme until very recently when the tours organised by the Chairman of the Committee made the States aware of the full implications of the proposals, and on the recommendation of this Committee, a decision was taken to give grants-in-aid without insistence on the 25 per cent contribution. This is only one illustration of the numerous bottlenecks that are usually met with in the implementation of schemes. If the desired results are to be obtained and if the education of women is to be developed according to the suggestions made by us, it is very necessary to evolve new procedure to eliminate bottlenecks.*

3. **Inaugural meeting**—The Committee was inaugurated at New Delhi on 30th May, 1958, by Dr. S. Radhakrishnan. He set the right tone to the Committee's task when he said: "while the greatest profession of women is, and probably will continue to be, that of home-maker, yet her world should not be limited to that one relationship" and called upon the Committee to suggest "a few firm practical measures which can be implemented and whose results, if not spectacular, would at least carry us forward towards the goal".

4. **Plan of Work**—To cover the various aspects under the terms of reference and complete its work within the stipulated time, the committee decided that the **Chairman** should personally visit as many States as possible and discuss the problems with the State authorities. Moreover, the members of the Committee also agreed to tour in certain parts of the country and study the problems on the spot. Details of the *tours* of the Chairman and the members are given in Chapter XVII.

The Chairman met the Chief Ministers, Ministers of Education, Education Secretaries, Directors of Education and other top-ranking officials and discussed the problems of the education of women in general and of the State concerned in particular. She also met educationists, social workers in the cause of the welfare and education of women, visited institutions dealing with different aspects of the problem and addressed public meetings. In the course of her tours she had before her a three-fold objective: collection of all the necessary data for a study of the problem at the State level, increasing awareness of the magnitude and importance of the problems of women's education in official quarters, and educating public opinion. It may fairly be claimed that her country-wide tour was very useful.

The tours of the members also proved valuable. They toured in areas allotted to them, held interviews with teachers and parents, educationists and administrators, visited different institutions, studied the progress made regarding the Central and State schemes relating to women's education, collected all literature available and brought up important points for consideration at the meetings of the Committee.

As a result of these extensive tours undertaken by the Chairman and the members, we were able to collect a good deal of information at first hand and the experience gained thereby has been of great value to us in formulating our recommendations.

21. We also do not approve of dealing with the problems of the education of women in a piecemeal fashion by preparing one scheme for attendance scholarships or prizes to girls attending the primary schools and another for the appointment of school mothers or a third for the construction of hostels in secondary schools. Such piecemeal work destroys the totality of the picture and the advantages that can be obtained by a comprehensive plan. *We, therefore, suggest that every State should be required to prepare a comprehensive development plan for the education of women in its area.* Conditions vary from State to State so that not only the targets, but even the methods adopted would naturally vary for each State and from Plan to Plan. The Joint Educational Adviser at the Centre and the National Council for the Education of Girls and Women should give necessary guidance to the State Governments in the matter and should also insist that each State should try to come up to certain targets which would be prescribed by the Government of India after taking into consideration all the circumstances in each State. These plans should be taken as a whole and approved by the Government of India in consultation with the National Council for the Education of Girls and Women. *We feel that every State should prepare two Plans—one for the remaining period of the Second Five Year Plan and another for the period of the Third Plan.* As usual, there should also be annual consultations between the authorities at the State level and those at the Centre in order to fix targets and financial provisions separately for each year of the Plan. If this procedure is adopted, we are confident that the progress of work would be more rapid and satisfactory.

22. The question of matching grants also needs a reconsideration. Our own view of the problem is that *the system of matching grants should be done away with in so far as the development of the education of women is concerned and that the entire financial responsibility for this programme should be taken by the Government of India.* In this connection, we consider it relevant to refer here to the observations made in the Finance Commission's report (1957) regarding matching grants. "In formulating the Second Plan, and assessing the resources available for it, the existing revenues of the States and the proceeds of future taxation had been fully taken into account leaving the State without any margin for further commitments". In spite of this, additional burdens were frequently placed upon them by Central policies by the system of matching grants. "During the First Five Year Plan period, a number of schemes involving such grants were sanctioned and subsequently incorporated in the Plan. A large number of such schemes has also been included in the Second Plan. The State Governments were unable to meet their share of expenditure on these schemes as all their resources had already been committed for their inescapable expenditure for the implementation of the Plan. Their difficulty was greater in the case of schemes outside the Plan. In either case they found it impracticable to reject the schemes on the ground of want of resources because of the understandable public criticism that they were not taking advantage of these schemes desirable in themselves, and having the added attraction of a Central subsidy. In the result, most of them accepted the schemes and ran into revenue deficits". So far as the Second Plan Schemes are concerned, the requirements of the States for the Plan as a whole include schemes involving matching grants which have been taken into account and, therefore, the States have resources to meet their share of expenditure. But the Finance Commission has suggested that for the future no



scheme outside the Plan should be formulated on a matching basis. They consider that matching grants are useful in ordinary circumstances in the field of social services in which the Centre desires to secure country-wide development in the national interest. But they have no place "when the country has an integrated and comprehensive plan which lays down priorities for the development of all social services. The system of matching grants also operates in favour of richer and more advanced States and against poorer and more backward States as the former are in a better position to take advantage of such grants. In the present set-up, the States depend for a substantial portion of their revenue on shares of Central Taxes and on grants-in-aid. When the States have taxed themselves to a reasonable extent, the balance of the revenue to enable the States to meet their expenditure has to come from the Central devolution. When the revenue budget is balanced by Central devolution, the States share may come out of such devolution. If this happens then the whole purpose of matching is lost. For these reasons we feel that schemes involving matching grants are not suitable in present conditions". We endorse this suggestion *in toto*. Even if it is not accepted for all the schemes included in the Plan, we are strongly of the opinion that in so far as the education of women is concerned, the entire expenditure should be borne by the Central Government and no matching contribution should be expected from the States.

23. In this connection it is necessary to make it clear that we do not propose to absolve the State Governments completely from their basic and constitutional responsibilities for the development of the education of women. Theoretically, it would be quite justifiable to expect the States to contribute some share of their own funds for the development of the education of women also. We are, however, not insisting on this contribution for the special programme recommended by us for several reasons. To begin with, the States will be making a very large contribution to programmes of general education which will also benefit women to some extent. Secondly, the commitments of the States in other fields of social welfare are also so great that several of them would not be able to find the necessary funds for the education of women in spite of their willingness to do so. This will happen particularly in the poorer States where the education of women is noticeably backward. Thirdly, there is a great urgency about this fundamental programme for the development of the education of women and, in our opinion, it is necessary for the Central Government to give a bold lead on the subject without any delay. We have, therefore, recommended that the entire financial responsibility for this programme should be taken up by the Government of India.

24. In this connection, we should also like to emphasise one aspect of the problem. The expenditure required for this special programme is really of a non-recurring character in the sense that such programmes are not expected to go on for ever. Once the existing wide gap between the education of men and women has been made up, there would be no need for such a programme and the entire responsibility will be taken over by the State Governments. All the expenditure required is, therefore, of a transitional character and, from this point of view, we think that there should be no difficulty in the way of the Government of India accepting these proposals.

25. We also recommend that the old practice of including a special Chapter on the education of girls and women in the Annual Reports of the Directors of Education of the States, which was discontinued at the suggestion of the Sargent Report, should be revived. A number of important developments in this field would now be taking place in the States, if effect is given to the recommendations of this Report. It is, therefore, desirable to acquaint the people with these developments in sufficient detail. Similarly, it is also necessary that the Government of India should bring to the notice of the public all that is happening in this field in all parts of the country and serve as a clearing house of ideas. We, therefore, recommend that a special Chapter on the education of girls and women should also be included in the Annual Reviews of Education which are being published by the Ministry of Education at present.

DURGABAI DESHMUKH

(Chairman)

NEW DELHI,  
1st January, 1959.

O. C. SRINIVASAN  
S. PANANDIKAR  
ZAHRA AHMED  
KULSUM SAYANI  
J. P. NAIK  
P. N. MATHUR  
PHULRĒNU GUHA  
SAROJINI RAJAN.

## CHAPTER XV

### GENERAL CONCLUSIONS

We have now completed our survey of the different problems of the education of women as they pose themselves at present and we have also tried to visualise the programme of development that will have to be organised in the near future. In this concluding chapter, therefore, it is necessary to gather up the diverse threads of our discussion and to sum up the broad outline of our findings and recommendations.

2. To begin with, we have tried to highlight the basic approaches and the fundamental considerations that should underlie the entire problem of the education of women. We believe that, both as an individual and as a member of society, women should be considered as an equal to man and a full partner in life—both within the home and outside—and that all facilities and opportunities must be offered to her to develop her individuality and become a partner of man in the full sense of the term. This may be regarded as a platitude. But like other platitudes, this also needs reaffirmation again and again. It has also to be remembered that platitudes are those which require little intelligence to understand but a big heart to accept and practise. It is in the light of this basic approach and fundamental consideration that we have recommended that *girls and women should get, not only* as good, varied and comprehensive a general education as boys and men, but also suitable professional and vocational education which would equip them fully for their duties in the homes as well as outside.

When we agree that women should be given full opportunity to participate in the affairs of society, the fundamental issues regarding the type of society which we should like to create are inevitably raised. As is well-known, modern society, which is based on science and technology, produces a certain approach and values which overemphasise the material life and its enjoyment and ignore the higher spiritual values. It is true that we do need a decent standard of life for cultural and higher pursuits and that, in a poor country like India, a raising of the material standards is probably the first problem to be solved, but it is also essential to remember that it is not the last problem. We must overcome the cultural crisis of modern society which has arisen from the domination of materialistic values of life and we can do so only if our young men and women develop spiritual and moral values, and appreciate the ideas of simple living and high thinking, of selfless service to others and of sacrifice for a cause. In our opinion, our courses of study and programmes of education, the very atmosphere and environment of our schools and institutions—all these should be pervaded by this basic approach. It must obviously permeate the reform of curricula for the education of girls as well as boys.

In the Indian Renaissance that began in the early nineteenth century, women walked hand in hand with men and their part in our freedom struggle is one of the most glorious chapters, not only in Indian history but in the history of the world. The emancipation of women has been a very important programme of social reform in India for the last hundred and fifty years and all the Indian reformers of this period have emphasised the great significance of the education and status of women in society. But not much could be achieved under foreign rule. With the dawn of freedom in 1947, came the great opportunity of giving form and content to our national aspirations in which equality of status and opportunity for women occupied an important place. Consequently our Constitution, which has given equality to women, is in line with our ancient cultural traditions as well as with the best and the highest aspirations of modern progressive social thought. We are now passing through a stage of transition which has its own risks and dangers. We find, for instance, that justice often transgresses the limits of generosity and tolerance, equality refuses to recognise the differences of ability, freedom takes the form of license, obsession with rights results in the neglect of duties and the urge to grow and expand refuses to recognise the accepted pattern of behaviour. But such dangers and risks have to be boldly faced and we can rise above them if we stand firm on the basis of the fundamental spiritual values of life. This alone can give us a sense of direction and take us forward to a state where justice is of the generous, equality of the able, and freedom of the balanced. We want our education to create this basic respect for ultimate moral and spiritual values of life in our girls as well as in our boys.

The great social end of education in India is to give a meaning, a content and a form to our constitutional provisions and to enable them to express themselves in the day-to-day life of the people. It has also to assist in the creation of the socialist pattern of society. The destinies of a nation are moulded through its educational processes, in which the education of women has a strategic importance. We hope that the people and the Government of India see this basic significance of education in our life and realise the stakes that the education of women in India involves

3. We then reviewed the growth of the education of women from 1800, when it was at a very low ebb, to 1947 when the British power was withdrawn from India. We showed therein that, although the position of the education of women had improved very considerably as compared to the conditions in 1800, the over-all picture of the education of women was far from satisfactory even in 1947. The percentage of literacy for women was as low as 6.0 per cent in 1941 and even a decade later it had increased to 9.3 per cent only. The total number of girls enrolled at all levels was only 41,56,742 which works out at about 1.3 per cent of the estimated population for 1946-47. Moreover, there was a wide disparity in the education of boys and girls because only 30 girls were under instruction for every 100 boys at school and even in this land of villages, a disproportionately large part of the education of girls at the primary stage was in urban areas which also had most of the facilities of secondary and higher education. This slow advance of education was mainly due to three reasons:—

(i) The decision of Government in the past to take no direct action in the matter and to leave the education of women mainly to the private effort of the people, adversely affected the pace of expansion, especially

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(i) The decision of Government in the past to take no direct action in the matter and to leave the education of women mainly to the private effort of the people, adversely affected the pace of expansion, especially

because the people were pre-occupied with the political struggle. Moreover, the expansion remained limited mostly to urban areas because hardly any private effort was available in rural areas which were generally neglected and more backward.

(ii) No adequate machinery was created to deal with the important and stupendous problem of the education of women. A great advance in this problem was possible only if an adequate machinery had been created for the problem and if it had been helped by the support of the entire machinery of the Government on the one hand and by the full co-operation of the people on the other. The first of these was not possible under the over-cautious policy of social and religious neutrality adopted by Government and the second was more or less ruled out by the political conditions of the day.

(iii) Education as a whole was starved for funds during the British period.

A special problem like women's education needed very large funds which were never made available.

4. These difficulties were naturally removed with the attainment of Independence. The State now began to take direct action for the development of the education of women to a much greater extent than at any time in the past and the people also were able to devote greater attention to this problem. In spite of these changes, the education of women has not made satisfactory progress between 1947 and 1957. Even to-day there is a very wide disparity between the education of men and that of women and only 36 girls are under instruction for every 100 boys at schools. The targets fixed for the First and Second Plans even tend to widen this disparity and the education of women has made but very slow progress in rural areas where it is needed most. These unsatisfactory results are due, as pointed out earlier, to three causes:—

- (i) the lead given by the Sargent Report that a stage had already been reached when the education of women need no longer be treated as a special problem;
- (ii) the failure to create adequate machinery to deal with the problems of the education of women; and
- (iii) the non-allocation of special funds for the development of the education of women, both in the Central and State budgets and Plans.

This policy has been changed for the better only recently when the Government of India prepared the scheme of Rs. 2.5 crores for financial assistance to programmes for the expansion of the education of girls and this Committee was appointed to consider all the implications of the programme of development of the education of women and to make necessary recommendations to Government. This is a good beginning; but it has to be pursued further. We have, therefore, recommended that (i) the education of women must be treated as a special problem for some years to come, (ii) that a special machinery has to be created for dealing with the complicated and immense problems in this field and (iii) that special funds have to be allocated both in the Second and in the Third Plans for the development of the programme.

5. We then turned our attention to the consideration of those major problems in the education of women which, in our opinion, have to be emphasised in the present conditions of the country. From this point of view, we found it very necessary to emphasise the special problems connected with the increase in the enrolment in the age group of 6 to 11. The Government of India have now decided that all children in the age-group of 6-11 should be brought into school by the introduction of universal, free and compulsory education at this stage. This implies an immense effort in bringing more girls into schools. In 1956-57, the total number of girls enrolled in the primary classes was about 80 lakhs and the average increase in the number of girls enrolled in primary classes between 1949-50 and 1956-57 has been about four and a half lakhs. Between 1956-57 and 1965-66, however, we shall be required to raise the enrolment of girls from 80 lakhs in 1956-57 to 269 lakhs in 1965-66 which implies an annual increase of about 21 lakhs which means a quadrupling of the present rate of increase. This is a stupendous task. Apart from the finances involved, an unprecedented effort has to be made to break down the forces of social conservatism and to educate public opinion. The combined strength of all the agencies of Government and all the resources of non-official workers and semi-official and voluntary organisations will have to be geared to the task in a manner never attempted in the past, if this target is to be achieved.

It must also be remembered that, at this level, it is not possible to make any water-tight division between the education of boys and that of girls because a stage has now been reached when the country as a whole can adopt co-education as a general policy at this level and consequently, almost all the steps taken to improve or expand the education of boys will automatically involve an expansion and improvement of the education of girls and *vice versa*. The general measures of reform needed at this stage are (i) provision of free education where it does not exist already, (ii) the opening of new schools in all school-less areas, (iii) the provision of peripatetic teachers, central schools with hostel arrangements and/or transport facilities (or some other arrangement feasible in the local situation) for small and scattered habitations in hill, forest or desert areas and for nomadic populations, (iv) encouragement to private effort to start new schools, (v) improvement in the quality of education through provision of better staff, buildings, equipment, and through better methods and materials of teaching, (vi) provision of mid-day meals to poor and under-nourished children, and (vii) the largest possible provision of part-time instruction, suited to the needs of each locality, for all children of poor parents. In addition to these general measures, certain special measures would also have to be adopted for girls. This will include (i) the appointment of women teachers, or failing them, of school mothers, (ii) the provision of separate schools for girls which would be permitted as an exception in places where there is a strong public demand for them and the enrolment of girls is large enough to justify their establishment, (iii) the organisation of educative propaganda to remove the existing prejudices against co-education, (iv) provision of separate sanitary arrangements for girls in all co-educational schools, (v) grant of concessions in kind to include books, stationery, school uniform or clothing and other educational equipment to all needy girls, (vi) encouragement to the opening of creches, (vii) grant of attendance prizes and scholarships, (viii) grant of graded attendance allowances to teachers on the basis of average attendance of girls enrolled in their schools, (ix) organising a women's



Education Week every year throughout the country, (x) organisation of social education amongst women, and (xi) associating elderly women of the village with primary schools.

6. In so far as the education of girls in the age group of 11 to 17 is concerned, the existing gap between the education of boys and girls is even wider at the middle stage and it increases still further at the secondary stage. The disparity of development among the various States is indeed enormous. A very great leeway has, therefore, to be made up in this field. Unfortunately, the Second Plan does not prescribe any target at all for this. The first reform necessary at this stage is, therefore, a very substantial increase in the educational facilities provided for the education of girls in this age-group and a considerable increase in their enrolment, especially because all the women primary teachers or other women social workers required for the Plans will have to come from the institutions functioning at this level. We feel that, by the end of the Third Plan, the number of girls in the age group 11 to 14 to be enrolled in schools should be increased to one-half of that of boys of the same age-group under instruction and that the gap between the education of boys and girls at this stage should be eliminated altogether by the end of the Fourth Plan. In so far as the education of girls in the age-group of 14 to 17 is concerned, it is not possible to prescribe any definite target. All the same, a very substantial increase in the existing enrolment is necessary.

The provision of additional educational facilities at this stage is intimately connected with the controversial issue of co-education. Opinions are very strongly divided on this subject. But after a very careful consideration of the problem from every point of view, we have recommended that, at the middle stage, more and more co-educational institutions may be started subject to the condition that adequate attention is paid to meet the special needs and requirements of the girls. For the secondary stage, however, we have suggested the establishment of separate girls' schools, especially in rural areas, the parents who so desire having full freedom to admit their girls to co-educational institutions even at the secondary stage. Efforts will, however, have to be made to remove the difficulties and apprehensions that parents feel in respect of co-education at this stage. This can be attempted through several measures such as the appointment of the right type of principals for co-educational schools, closer association of parents with the working of the schools, the appointment of a large number of women teachers or of women principals or through running separate shifts for boys and girls, where practicable.

A number of measures are necessary to develop the education of girls at the middle and secondary stages. These include (i) education at the middle stage, (ii) grant of liberal exemptions—full and partial—from free tuition and other fees at the secondary stage, (iii) provision of suitable hostel facilities of free or half-free board and lodging to all poor and deserving girls, (iv) non-matching building grants for the construction of hostels, (v) provision of transport facilities, free or subsidized, (vi) the provision of necessary special facilities required by girls in all co-educational schools, (vii) grant of books, stationery, other educational equipment and clothes to all girls whose parents have an income below a specified level, (viii) grant of financial assistance to needy girls at the secondary stage, (ix) a fair provision of merit scholarships for deserving girls at the middle and secondary schools and (x) the provision of guidance services in schools at this stage.

The Committee also drew up and circulated a detailed *questionnaire* touching all the aspects covered under the terms of reference. The questionnaire (*vide* Chapter XVII) is divided into 10 sections and contains 204 questions. The first five sections deal with the education of girls at the primary and secondary levels and try to elicit information on such topics as the difficulties that impede the progress of girls' education, problems of wastage and stagnation, and co-education. The next four sections deal with the education of adult women and try to elicit information on such topics as vocational education, the supply of women teachers, adult and social education, and the role of voluntary organisations. The last section covers organisational and administrative matters. Copies of the questionnaire—mostly in English and a few in Hindi—were issued early in June, 1958, to select heads of primary and secondary schools, colleges and training institutions, voluntary organisations, educational associations and institutions dealing with or interested in the problems of women's education, local bodies, individual educationists and administrators, and others. The date fixed for the return of replies to the questionnaire was 15th August, 1958, but it was later extended to 31st August, 1958, by which date 1002 copies of the questionnaire were duly filled in and received. An analysis of the replies received is given in Chapter XVII along with the questionnaire itself.

Besides the replies to the questionnaire, we have also received a number of very useful suggestions on the education of women from several persons. We have read all of them with interest and profit.

Members of the Committee also took up *special studies* and surveys as shown below:—

- (i) Wastage and Stagnation—Shri J. P. Naik.
- (ii) Co-education—Smt. Zahra Ahmed.
- (iii) Sample Survey of the leisure time of adult women in urban and rural areas—Smt. O. C. Srinivasan.
- (iv) A model syllabus of condensed courses for adult women—Kumari S. Panandikar.

At the request of the Committee, a special group of the Planning Commission gave us a study of the women-power requirements of the Second and the Third Plans. We are extremely grateful to the Planning Commission and the group for this interesting study which has been of great use to us. (*vide* Chapter XVII for details).

Finally, we had the advantage of studying the *special notes and memoranda* prepared by all the State Governments and Administrations of the Territories on the special problems of the education of women in their areas. These documents were extremely useful to us in appraising the existing situation and in formulating our recommendations.

We, therefore, feel that in spite of the short time at the disposal of the Committee, we have been able to collect a good deal of oral and written evidence on the subject and that it has been possible for us, in making our recommendations, to take note of the varied thinking that is now being done on this problem in the different parts of the country.

7. There is a good deal of wastage and stagnation at primary and secondary stages. Stagnation is defined as the retention of a pupil in the same class for more than a year. It is particularly high in Class I. Failures are also very heavy in the middle-school and secondary or higher secondary examinations.

Wastage is defined as the premature withdrawal of children from schools. This is very high at the primary stage and as many as 62·4 per cent of the boys and 7·1 per cent of the girls who join class I in a given year do not reach class V five years later. There is also a considerable amount of wastage at the middle school stage. A large number of girls do not continue their education beyond class V and even among those who do, many have to give up schooling for economic and social reasons before completing the middle school stage. The same happens, to a much greater extent, at the secondary stage also.

The causes of much stagnation in Class I are mainly four: uncontrolled fresh admissions, irregular attendance, low age of admission and inefficient teaching. The same causes, except the first and third, also operate in classes II to V, although to a smaller extent. The stagnation at the middle and secondary stages is mainly due to irregularity of attendance and inefficiency of teaching.

The wastage at the primary stage is mainly due to economic causes. Children are withdrawn from schools because they have to do some work in or for the family. The only way in which these causes can be removed is to provide part-time instruction on a very large scale. The next important cause of wastage is indifference of parents and a rigorous enforcement of the provisions of the compulsory laws would be a great help to overcome it. Between these two, about 90 to 95 per cent. of cases of wastage are accounted for and the remaining are due to stagnation, lack of books and educational equipment, failure to provide complete schools and marriage or betrothal.

The wastage at the middle and secondary stages is due, particularly in the case of girls, to marriage and to economic causes.

It has to be remembered that wastage and stagnation, are symptoms of a number of other evils among which the most important are four:—

- (i) lack of adjustment between the school system and the social and economic environments of the community for whom they are intended;
- (ii) poor standards of the average school which lacks buildings, equipment and, above all good teachers;
- (iii) absence of adequate economic assistance to children of poor parents to enable them to continue their studies further; and
- (iv) absence of facilities for part-time instruction.

If suitable action on the lines recommended here is taken to remedy these fundamental evils of the educational system, the symptomatic evils of wastage and stagnation would disappear automatically.

8. With regard to curricula for girls' schools, we feel that there is hardly any need for differentiation between them and those for boys' schools at the primary stage, except that subjects like music, painting, sewing, needlework, simple hand-work and even cooking (in the last

two years) have to be introduced to make the course more suitable for girls. The need for differentiation begins at the middle stage and increases very greatly at the secondary stage. The basis of the differentiation is partly the physical, intellectual, emotional and temperamental differences between boys and girls that begin to manifest themselves at this age and partly the difference in the nature of duties and responsibilities that would devolve on boys and girls in after life. The form of differentiation at the middle school stage would be to provide a number of electives and to introduce, without involving additional burden of studies, some pre-vocational courses that would help the girls to select such careers as that of a *Gram-Sevika*, health visitor, nurse, teachers, etc. At the secondary stage, there should be a wider diversification and several courses suitable for new careers that are now open to girls should be included. Such differentiation at any stage, however, should not imply a lowering of standards. It should not also be taken to imply that girls are to be restricted to these diversified courses only. It only indicates the need to enrich the curricula to suit the varied aptitudes and interests of girls and the new demands that are now being made upon women by modern society.

Some other general reforms are also needed. The first is to correct the imbalance of the existing curricula which mostly cater to the needs of boys and neglect the needs of girls. The second reform is the need to simplify the existing courses as largely as possible and to eliminate the waste of time that now occurs in ostensible demonstrations that are wrongly designated as co-curricular activities. The third reform is to include programmes that would help to develop the moral sense of the students; and the fourth necessary reform is to modify our course of general education in such a way that it would be less academic and more helpful in giving the students an insight into the affairs and problems of society. We feel that all the above suggestions can be implemented without introducing any major change in the existing educational pattern.

9. Coming to the important problem of the training and employment of women teachers, we found that women teachers formed only 17.1 per cent of the total number of teachers at the primary stage. At the middle and secondary stages, the corresponding percentages were only 18.72 and 19.0 respectively. This reveals a very unsatisfactory state of affairs and vigorous efforts have, therefore, to be made to increase the output of women teachers and to employ them in increasing numbers so that the existing low proportion of women teachers is substantially raised by the end of the Third Plan.

One general measure that will have to be adopted to attract a better type of individual to the teaching profession is to increase the remuneration of teachers and to institute a good scheme of old-age provision for them. In so far as women teachers are concerned, however, we find that the existing facilities for their training are not adequate in certain parts of the country. These will have to be augmented and an attempt will have to be made to locate at least one training institution for women teachers in every district. A determined effort would have to be made to locate training institutions for women primary teachers in rural areas and for this purpose, it would be convenient to combine them with secondary schools for girls, wherever possible.

In order to overcome the existing shortage of women teachers in rural areas, two programmes will have to be undertaken. Under the first, educated women from urban areas will have to be induced to go to villages by provision of amenities such as staff quarters, or grant of village allowance. Where both husband and wife are qualified as teachers, they should both be recruited and posted at the same place. Inducement should also be given to wives of school masters to qualify themselves as teachers or as school-mothers. But the real solution of the problem can only be had when the second programme, namely, the training of rural women as teachers, is developed. For this purpose, it would be necessary to reduce the minimum qualifications for women teachers to the middle school standard, to locate training institutions in rural areas, to provide adequate scholarships to rural girls who are studying in training institutions, to give preference to rural girls when selecting candidates either for training institutions or for employment as teachers, and to develop the middle and secondary schools of girls in rural areas as recommended earlier in Chapter VI. If special educational facilities of the type recommended by us in Chapter XI are provided for rural women, another important group of workers will be available for these areas. For such women, however, it would be necessary to relax the age-limit for entry into service to 40-45, to extend the age of retirement to 60 (provided they are physically and otherwise fit) and to adopt some special form of old-age provision.

The existing methods of selecting teachers will have to be improved. Attempts will have to be made to select suitable girls in the last two years of the middle or secondary schools and factors such as the social background of the person and their willingness or capacity to serve in rural areas would also have to be taken into consideration in addition to academic qualifications.

The existing training institutions for women teachers need improvement. Immediate steps will have to be taken to provide them with hostels and, if possible, with staff quarters. In rural areas, provision of staff quarters is absolutely essential. Liberal and non-matching grants or loans on a long-term basis will have to be given to private managements for these purposes.

Adequate arrangements will also have to be made to secure jobs for trained women through the training institutions which should be required to develop 'placement centres' for this purpose.

Provision of part-time teaching would also have to be made on a very large scale in order to enable women to manage their responsibilities at home as well as to do some teaching work.

10. It is necessary to provide adequate facilities for the training and employment of more women not only in the teaching profession but also in other vocations suitable to women. In spite of the conservative attitude of most people in this country, it is becoming increasingly obvious that more and more women will have to enter into the sphere of employment. This has become necessary because of the changing economic and social conditions which make it incumbent on women also taking up gainful employment. Further for the implementation of the various plans, a large number of trained women are required to work in different fields including Education, Health and Social Services. In order, however, that women may be enabled to take up employment, without hindrance to

their primary function as home-makers, it is absolutely necessary to give recognition to and provide facilities for their part-time employment wherever feasible. It would be most useful to conduct an All-India survey of vocational training needs and employment opportunities for women, though simultaneously action would have to be taken to provide training courses and facilities to prepare women for avenues of employment wherever there is a dearth of qualified hands.

Women are generally employed in establishments where the atmosphere is congenial and job operations are less hard. They are also suitable for unskilled jobs not involving strenuous manual labour. There is, therefore, good scope for the employment of women in Consumer industries like textile, Plantation industries like tea factories, in small scale industries, (which is a field most suitable to women among gainful occupations) and other fields such as Education, Health, Social Services etc.

Vocational training facilities for women in every field are extremely limited and it is necessary not only to set apart more seats for women in training institutions but also to provide additional facilities for certain types of occupations suited to them. Training in vocations can be given either as part of formal education which will be full time or as special courses designed for adult women which may be part-time or full time. As there is a great variety of occupations available or to be made available to women and different levels of proficiency in general education are required for each one of them, training will be different for courses requiring "Primary", "Middle", "Secondary", or "University" education as the minimum pre-entrance qualifications.

These courses can be organised in the form of Vocational sections of Primary, Middle or Secondary schools or in Multipurpose high schools. Training can also be provided in separate vocational schools or in apprenticeship classes or training centres or workshops. Day and evening continuation schools may also provide training on a part-time basis for adult women.

The training courses should, however, be started only on the basis of full information regarding local vocational education needs and authorities should see that women are gainfully employed immediately after completion of the training. Co-operation between education and industry is very necessary. We have also discussed in some detail the facilities that are to be provided for securing employment for trained women: (i) How the Employment Exchanges can be made more effective, (ii) the need for having career information centres in schools (iii) the necessity for organising campaigns to mobilise public opinion for creating proper conditions in offices and establishments in which women can work freely. (iv) the need for having periodical career conferences to acquaint students leaving the institutions with occupational opportunities, (v) the importance of career pamphlets, career films and film-strips on occupations available for women all these have been referred in the chapter on Vocational education. We have also recommended relaxation in age for entry to services in the case of women. We are eager to see that there should not be difficulties for accommodation in cases where women are employed outside their homes. We have, therefore, recommended that wherever possible working hostels should be started for women. We hope that every encouragement will be given for women to take up suitable gainful occupations and to enable them to participate in projects of national reconstruction.

11. Special educational facilities will have to be provided for adult women whose education in childhood was either neglected or inadequate, and who, in the middle of their life, are required to work and earn some money for their family. Such provision has certain advantages. It is a great help to the women themselves. But what is more important, it secures a competent and willing worker for society in a short time. In view of the extensive and varied needs of woman-power during the Second and Third Plans and in view of the shortage of women workers in rural areas, it would be in the larger interest of the country to develop the special educational facilities for adult women on as large a scale as possible.

These facilities should take the form of condensed courses which would train these women to the middle standard or to the examination at the end of the secondary school, in a period which may vary from two to five years. They might also include some professional training such as that of pre-primary or primary teachers or *Gram-Sevikas* or mid-wives or nurses. The underlying idea of the whole programme is to equip the adult women for some useful job in as short a time as possible.

Voluntary organizations are specially suited to undertake this activity and they should be encouraged, through non-matching grants, to expand this activity as largely as possible. In our opinion, this would be one of the best investments for the successful implementation of the Plans.

12. Voluntary organisations of the people have played a very valuable role in the development of the education of women in the past. Under the British rule, they practically provided all the educational facilities that then existed for the girls and, even after independence they have a vital role to play. Their activities would be very helpful in such fields as the training of teachers, provision of special educational facilities for adult women, secondary and higher education, and vocational and social education.

If private effort in education has to develop, it should be accepted as an equal partner with State institutions in all matters. The existing rules of grants-in-aid should, therefore, be suitably modified to secure larger grants-in-aid and to ensure greater internal freedom. In the case of girls' institutions in particular, it is necessary that the following reforms should be immediately carried out:—

- (i) the grants to girls' institutions should be substantially more liberal than those for boys' institutions of a corresponding status;
- (ii) the conditions of aid should be easier for girls' schools than those for boys' schools;
- (iii) voluntary organisations of standing and repute should not be required to raise any matching contribution. Even if matching funds are expected from voluntary organisations conducting institutions for girls, they should not be more than half of those expected for the boys' schools of a corresponding status;

- (iv) liberal non-recurring grants should be provided for hostels and staff quarters for girls' institutions especially for those which are located in the rural areas. Alternatively loans which should be either free or at a low rate of interest should be given for these purposes and recovered over a long period of time.

The Government of India should give direct grant-in-aid to educational institutions doing experimental or pioneer work of broader significance in the education of women. The procedure for the sanction and release of grant to such institutions should be simplified and a special budget provision should be made for this scheme in the Ministry of Education. Special encouragement has also to be given to women's welfare organisations and to associations of dedicated women who are doing very valuable educational work at present.

13. If the education of girls at the middle and secondary stages is to be improved and expanded as visualised by us, we shall need a very large number of women teachers, especially for rural areas. For this purpose, steps will have to be taken to expand the college education of girls to some extent. We have, therefore, recommended that the University Grants Commission should set aside a fund of not less than a crore of rupees to give financial assistance to affiliated colleges, particularly in rural areas, to provide hostel facilities for girls reading at the University stage. In addition to this, provision will have to be made (i) to give scholarships to deserving girls reading in colleges, especially when they come from rural areas, (ii) to provide a larger number of merit scholarships for girls, especially in those careers to which they are being newly attracted at present, and (iii) to provide needy girls with books and other educational equipment. In the larger interest of the education of women, it is also necessary to develop a few institutions in different parts of the country which would devote themselves exclusively to the cause and concentrate their activities on experimental or pioneer work and on fundamental thinking with regard to the education of women. These institutions should be aided directly by the Government of India on a hundred per cent basis and special provision in the budget schools, especially as teachers of class I and II.

It would be desirable for the Government of India to appoint a special committee to examine the problem of pre-primary education in all its aspects and to adopt measures which would develop pre-primary education in the country more rapidly than in the past. Simultaneously, steps should be taken to provide more training facilities for women pre-primary teachers, who should also be eligible for appointment in primary schools, especially as teachers of class I and II.

The education of women belonging to the backward communities must receive earnest attention and it would be desirable to earmark a portion of the fund, now set apart for the welfare of the backward classes, for the specific purpose of the development of education among the women of these communities.

The education of handicapped children has yet to be developed. Women make good teachers for these children and we have, therefore, recommended that the Government of India should bring about, through financial assistance, a better provision for training facilities for women teachers for the institutions for handicapped children.

The problem of social education for adult women is very important, especially in rural areas. For this purpose, we have recommended a



substantial increase in the number of literacy classes for women and the organization of intensive literacy campaigns in selected areas. We have also suggested that social education in certain basic skills and for the creation of certain important attitudes should be provided for village women through the agency of the local *Mahila Mandals*.

We have suggested that the Planning Commission should set up some suitable and permanent machinery to evaluate the requirements of the woman-power needed for implementation of the Plan programmes. The existing study made on the subject shows that there are large shortages in several fields. Steps should be taken to reduce these shortages by suitable measures.

There has been a good deal of misinformed talk about the wastage in medical education of women and hasty action has been taken in some areas to reduce the seats allotted to women in medical colleges. We, therefore, recommend that a suitable high-power committee should be constituted by the Government of India at an early date to examine this problem in a comprehensive and authoritative manner.

14. In the concluding Chapter on Organisation, Administration and Finance, we have made some fundamental recommendations which would enable the Government to implement the programme suggested by us. The first of these is the creation of a special machinery to deal with the education of girls and women at the central level. Here we have suggested the establishment of a National Council for the education of Girls and Women. It should have a non-official whole-time Chairman who should be a woman and it should consist of the representatives from State Councils and some officials and non-officials interested in the problem. It will be the function of the Council to advise the Government on all matters connected with the education of women. In addition to this we have suggested that there should be a Joint Educational Adviser, in the Ministry of Education to deal with all problems of the education of women. This officer should be the ex-Officio Secretary of the National Council for Girls and Women and should be given the necessary staff for the purpose. On the same basis, we have proposed that the State Governments should establish State Councils for the Education of Girls and Women and that they should each appoint a woman officer as Joint Director of Education and place her in charge of all work regarding the development of the education of women and she should be vested with adequate authority. We have also suggested that a larger number of women should be employed as Inspecting Officers in the Education Departments in future.

As we look at the problem, the main task during the Third Plan would be to bring a very large number of girls into the schools. This will need a correspondingly large supply of women teachers. Preparation for this purpose will have to be started from now and we have, therefore, recommended that a special fund of Rs. 10 crores should be set aside during the Second Plan for those parts of the programme recommended by us which are designed to secure a large number of women teachers, particularly for rural areas. We have also suggested that a special provision of about Rs. 100 crores should be made in the Third Plan for the development of the education of women and we have tried to visualise the special programme which would be necessary for the purpose. Finally, we have recommended that the old practice of including a special chapter on the education of girls and women in the annual reviews of education should be revised both at the Central and State levels.

## CHAPTER XVI

### RECOMMENDATIONS

The recommendations made in this Report are grouped here under three main categories, viz.

- (1) Special recommendations which require Top Priority and immediate consideration. (1-20).
- (2) Other special recommendations. (21-155).
- (3) General recommendations. (156-185).

By 'special' recommendations, we mean those recommendations which concern themselves exclusively with educational programmes for girls and women; and by 'general' recommendations, we mean those recommendations which may concern themselves with educational programmes for both girls and boys and women and men.

**I. Special Recommendations**—The following recommendations made in this Report need Top Priority and immediate attention at the hands of Government. For convenience of reference, we have mentioned against each recommendation, the relevant chapter and paragraph of the Report in which its details have been discussed.

Serial Number	Recommendations	Chapter and paragraph of the Report in which the re- commendation is discussed.
1	2	3
1	The education of women should be regarded as a major and a special problem in Education for a good many years to come and a bold and determined effort should be made to face its difficulties and magnitude and to close the existing gap between the education of men and women in as short a time as possible.	IV (18)
2	The highest priority should be given to schemes prepared from this point of view and the funds required for the purpose should be considered to be the first charge on the sums set aside for the development of education	IV (18)

1	2	3
3	Necessary steps should be taken, without delay, to create a special machinery to deal with the problem of the education of girls and women and to assign adequate funds for the purpose .	IV (19)
4	Steps should be taken to constitute as early as possible, a National Council for the Education of Girls and Women. Its composition and functions should be as described in paragraphs 3 and 4 of Chapter XIV .	XIV (3)
5	<p>The problem of the education of women is so vital and of such great national significance that it is absolutely necessary for the Centre to assume more responsibility for its rapid development. This responsibility will be three-fold :—</p> <p>(i) It should be a responsibility of the Centre to see that parity between the education of boys and girls is reached as early as possible, and also to see that the education of girls and women is developed evenly in all parts of the country ;</p> <p>(ii) The Centre should prescribe targets to be attained and also guide the States in preparing comprehensive development plans for the education of girls and women in their areas ;</p> <p>(iii) The Centre should assist the States financially in implementing the approved plans.</p>	XIV (5)
6	There should be a senior officer of the rank of Joint Educational Adviser at the Centre to look after the education of girls and women .	XIV (6)
7	It would be necessary to create a separate unit in the Ministry of Education to deal with the problems of the education of girls and women. This unit would naturally be under the control of the Joint Educational Adviser, who should also be the <i>ex-officio</i> Member-Secretary of the proposed National Council for the Education of Girls and Women. . . . .	XIV (7)
8	The State Governments should establish State Councils for the education of girls and women. The composition and functions of these Councils should be as indicated in paragraph 8 of Chapter XIV. . . . .	XIV (8)

- 9 In each State, a woman should be appointed as Joint Director and placed in charge of the education of girls and women. She should be responsible for the planning, organising and execution of all the programmes pertaining to their education . . . . . XIV (9)
- 10 The magnitude of the problem of the education of girls and women is so great that it can be solved only if all the resources of Government and of non-official organisations are combined and fully geared to the task . . . XIV (12)
- 11 It is also necessary to enlist the co-operation of all semi-official organisations, local bodies, voluntary organisations, teachers' organisations and members of the public to assist in the promotion of the education of girls and women . . . XIV (13)
- 12 To the extent that private effort is not forthcoming, direct action should be taken by the State to develop the education of girls and women and to establish special institutions for the purpose under its immediate control . . . XIV (14)
- 13 A sum of not less than Rs. 10 crores in addition to provisions that already exist should be earmarked for the education of girls and women during the remaining period of the Second Five Year Plan, and an adequate special provision made for their education in the Third Plan . . . XIV (15)
- 14 The amount . . . will thus be set aside for the development of the education of girls and women during the remaining period of the Second Five Year Plan should be utilized for the following purposes :
- (1) *Development of middle schools for girls;*
  - (2) *Development of secondary schools for girls;*
  - (3) *Development of training institutions for women ;*
  - (4) *Construction of hostels for girls and staff quarters for girls' institutions at all levels; and*
  - (5) *Organising special educational facilities for adult women.*

The Report of the Committee was finalised and signed at the fourth meeting on the first of January, 1959, at New Delhi.

6. Interim Recommendations—The Chairman of the Committee framed the following interim recommendations on the basis of her discussions with some of the Education Ministers, Education Secretaries, Vice-Chancellors, Directors of Education, Heads of Educational Institutions and prominent social workers and with the concurrence of the other members of the Committee, these were forwarded to the Ministry of Education:

- (i) Financial assistance on a hundred per cent basis should be given to State Governments for taking up the Scheme for the Expansion of Girls' Education and Training of Women Teachers for which assistance at 75 per cent was originally offered by the Government of India.
- (ii) Mid-day meals should be provided to all pupils of primary schools.
- (iii) A part of the provision for the scheme of Expansion of Girls' Education and Training of Women Teachers may be utilised for giving grants to girls secondary schools in rural areas.
- (iv) Voluntary organisations engaged in the promotion of girls and women's education may submit applications under the Government of India schemes of assistance to voluntary organisations direct to the Ministry of Education and not necessarily through State Governments, in order to avoid delay.
- (v) A separate Department may be created to look after the education of girls and women in each State and a separate budget allocation under this head may be provided in the State budgets.

These recommendations were examined in the Ministry and accepted as follows:—

- (i) The Ministry agrees to release its share of 75 per cent to the States without insisting on them to produce their share of 25 per cent.
- (ii) The Ministry agrees to include mid-day meals to be provided for girls in the primary schools under the sub-scheme 'Attendance Scholarships on a permissive basis'.

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Preference should be given to institutions in rural areas and liberal grants should be given to private efforts on the basis of general principles as recommended in Chapter XII . XIV (16)

15 Every State should be required to prepare comprehensive development plans for the education of girls and women in its area. For this purpose, two plans—one for the remaining period of the Second Five-Year Plan and another for the period of the Third Plan—are necessary . . . . . XIV (21)

16 The system of matching grants should be done away with in so far as the development of the education of girls and women is concerned and the entire financial responsibility for this programme should be that of the Government of India . . . . . XIV (22)

17 During the Third Plan, there should be a special programme for the development of the education of girls and women, which is not covered by any of the general programmes and a sum of not less than Rs. 100 crores should be allocated for it . . . . . XIV (19)

18 The University Grants Commission which is a statutory body empowered to deal with colleges and universities, should set apart a special fund of not less than Rs. 1 crore for the remaining period of the Second Five-Year Plan for giving necessary grants to colleges, including training colleges, for the construction of hostels for girls. While sanctioning these grants, preference should be given to colleges in rural areas and to semi-urban institutions. The funds should be utilised either for purposes of grant-in-aid or for loans. When grants are given, they should cover 75 % of the total expenditure and, in case of rural colleges, grants on a 100% basis may be given. The loans should cover the entire cost of the projects and should preferably be interest-free. Their repayment should be spread over a fairly long term . . . . . XIII (3)

19 The Planning Commission should set up a permanent machinery to estimate, as accurately

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- as possible, the woman-power requirements of the Plans from time to time and make the results of its studies available to Government and the public . . . . . XIII (27)
- 20 Governments should set up, as early as possible, a high-power Committee to examine the so-called wastage in the medical and professional education of women . . . . . XIII (28)

**II. Other Special Recommendations.**—The following are the other special recommendations made in this Report. They all relate exclusively to the special problems of the education of women.

Serial No.	Recommendations	Chapter and paragraph of the Report in which the recommendation is discussed
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## CHAPTER V—PRIMARY EDUCATION

(Age-Group 6—11)

- 21 School mothers should be appointed in all schools where there are no women teachers, on the staff . . . . . V (17)
- 22 In every co-educational school separate lavatory arrangements with necessary privacy should be made for girls . . . . . V (17)
- 23 Concessions in kind (not in cash) should be given to all girls, whether from rural or urban areas, of parents below a certain income level. Such concessions should cover the cost of books and stationery, school uniform or clothing and other such necessary educational equipment . . . . . V (17)
- 24 Government should encourage the opening of more creches for the care of the younger children. These creches can be located at Community Centres, *Mahila Samitis*, in buildings attached to schools or in other suitable places. They may be run as part of Welfare Extension Projects or by Voluntary workers . . . . . V (17)

- 25 The Government should formulate a scheme for awarding prizes to the village which shows the largest proportional enrolment and average attendance of girls in each small group of villages a block, a *taluka*, or a *tehsil*. Rotating shields may also be instituted for the purpose, the village showing the best progress being allowed to win and keep the shield for one year . . . . . V (17)
- 26 Graded attendance allowances to teachers on the basis of average attendance of girls, in their classes, may be introduced in rural areas . . . V (17)
- 27 (a) Two or three prizes in the form of useful articles may be awarded to girls in every primary school for regular attendance.  
(b) Attendance Scholarships in the form of useful articles may also be given to poor girls . . . V (17)
- 28 The mere passing of compulsory legislation would be of no avail unless suitable conditions for encouraging parents to send their daughters to schools are created. Greater emphasis, therefore, should be laid on the creation of such conditions rather than on giving the authorities concerned more penal powers . . . V (19)
- 29 The Government should recognise the great importance of creating a strong public opinion in the country in favour of the education of girls and women and take all possible measures for the purpose.

These measures may include :

- (i) Organising of a women's education week every year,  
(ii) Carrying on social education work among adult women,  
(iii) Associating village women and *Mahila Mandals* through school Committees etc. with the work of increasing the enrolment of girls in primary schools . . . V (19)

## CHAPTER VI—MIDDLE AND SECONDARY EDUCATION

(Age-group 11 to 17)

- 30 In so far as middle-school education is concerned the existing disparity between the enrolment



of boys and girls may be brought down to a point where the percentage of girls in schools is at least half of that of boys in schools (the estimated disparity at the end of the Second Plan being 3·2 : 1) by the end of the Third Plan ; parity between the two being aimed at by the end of the Fourth Plan. So far as secondary education is concerned it is difficult at present to lay down any precise target . VI (6)

- 31 (a) At the middle school stage, more and more co-educational institutions should be started, subject to the conditions that adequate attention is paid to meet the special needs and requirements of the girls ;
- (b) But for the secondary stage, separate schools for girls should be established specially in rural areas, at the same time giving parents full freedom to admit their girls to boys' schools if they so desire. Although co-education at the secondary stage has not been recommended, all the same every effort should be made to remove the genuine difficulties and valid apprehensions that exist today in regard to co-education, at this stage. One way to do this is to take special care in recruiting the right type of staff including Heads for co-educational schools. Parents should also be given the opportunity of paying periodical visits to schools and of coming to know directly about the work and the atmosphere there. The appointment of women teachers and, if possible, of women Heads in co-educational institutions would instil great confidence in the parents and thus be a real help in increasing the enrolment of girls.
- (c) Where co-education is not acceptable, an alternative is to start separate shifts for boys and girls in the same school building, so as to avoid duplication of buildings and equipment . VI (9)
- 32 (a) All girls (and all boys also) of parents below a prescribed income level should be given free education up to the middle stage. The income level to be prescribed for the purpose may have to vary from place to place and as such its determination may be left to the judgment of the State Governments and Local authorities.

- (b) In the secondary stage free education has not been recommended but in so far as girls are concerned, liberal exemptions—full and partial—from tuition and other fees should be granted to them . . . . . VI (II)
- 33 (a) Suitable hostel facilities should be provided in as many schools as possible and non-matching building grants given for construction of the hostel buildings.
- (b) The board and lodging arrangements in these hostels should be cheap, and payment in kind should be permitted wherever required.
- (c) Free and half-free board and lodging should be made available to poor and deserving students . . . . . VI (II)
- 34 As far as possible, free or subsidised transport should be made available to girls in order to bring middle and secondary schools, within easy reach . . . . . VI (II)
- 35 Certain necessary special facilities should be provided to girls in co-educational schools to as full an extent as possible . . . . . VI (II)
- 36 (a) Up to the middle stage all girls from rural and urban areas, of parents below a certain level of income should be given help in cash or kind to cover the following items (i) books, stationery and other necessary educational equipment (ii) school uniform or clothing.
- (b) In the secondary stage this help should be extended only to such deserving and poor girls about whom there exists some certainty that after completion of their secondary education they may take up some vocation . . . . . VI (II)
- 37 There should also be adequate provision for awarding scholarships on merit to girls in the middle and secondary stages . . . . . VI (II)
- 38 In order to make the education of girls more purposive and practical, effective guidance services should be provided in all schools as far as possible . . . . . VI (II)

- 39 The recommendations regarding (i) Part-time education, (ii) Night schools, (iii) Creches, made in regard to primary education in Chapter V, are applicable, *mutatis mutandis* to middle and secondary education also . . . VI (11)
- 40 The importance of educating public opinion in regard to middle and secondary education of girls is in no way less than what it is in respect of primary education. For the education of public opinion, among other measures (i) teacher-parent co-operation and (ii) education of adult women are particularly recommended . . . VI (11)

#### CHAPTER VIII—CURRICULUM AND SYLLABI

- 41 A good curriculum should have the following objectives :
- (i) Creating right attitude in life—individual and social ;
  - (ii) Imparting useful knowledge ;
  - (iii) Giving practical training for life ;
  - (iv) Developing good personal habits ;
  - (v) Inculcating a sense of social awareness and a spirit of service to society . . . VIII (3)
- 42 As needs and circumstances change, there should be a periodical review of all courses . . . VIII (3)
- 43 There should be identical curriculum for boys and girls at the primary stage with the proviso that, even at this stage, subjects like music, painting, sewing, needle work, simple hand-work, and cooking (in the last two years of the primary stage) should be introduced to make the courses more suitable for girls . . . VIII (4)
- 44 At the middle school stage, and more especially at the secondary stage, there is need for differentiation of curricula for boys and girls. The differentiation visualised, however, does not imply a totally different course of study but indicates merely an improvement of the existing courses, either by suitable changes within them or by inclusion of subjects more useful for girls, or by both . . . VIII (5&6)

- 45 At the middle school stage, steps should be taken to provide a number of electives, so that girls may choose subjects according to their individual tastes and aptitudes, and in keeping with the career which they wish to take up later on in life. The diversification at this stage should also include some pre-vocational education which would help girls to choose such careers as that of a *Gram-Sevika*, a social worker, a mid-wife, a health visitor, a nurse, a craft teacher etc. . . . . VIII (11).
- 46 At the secondary stage, diversified courses so far introduced for girls have been framed chiefly with a view to preparing them for home-making. This approach is too narrow and taking into consideration the various vocational opportunities open to women, some additional diversified courses of pre-vocational education, suitable for girls, should be introduced. These may include :
- (i) Secretarial courses to include pre-vocational training in correspondence filing, typing, etc. ;
  - (ii) Courses useful for Secretaries of Organisations and office assistants which should include training in taking notes, writing minutes of meetings, giving press reports, maintaining accounts, correspondence, etc.
  - (iii) Courses leading to social work of various types ;
  - (iv) Crafts like leather work, tailoring at an advanced stage and other home-crafts which could be taken up as part-time occupations.
  - (v) Courses in education; leading to training as pre-primary and primary teacher or Social Education Worker . . . . . VIII (19)
- 47 There is a great need for the simplification of the existing courses at the primary and middle stages. This aspect of the problem should, therefore, be thoroughly examined in the light of the general considerations suggested in the Report . . . . . VIII (15)

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- 48 Educational activities in schools should include programmes that would help in developing the moral sense of the students . . . . VIII (14)
- 49 The knowledge of systemic history and geography should be imparted in suitable form and content at the primary, middle and secondary stages . . . . VIII (16)
- 50 The existing courses in general education up to the secondary stage should be thoroughly examined and modified with a view to making them less academic and more suitable to giving an insight into the problems of Society . VIII (17)
- 51 An examination of the textbooks and other reading material used at present as well as the content of the existing curricula shows a neglect of the needs and problems of the life of girls and women. This imbalance in our education has to be corrected . . . . VIII (7)

#### CHAPTER IX.—TRAINING AND EMPLOYMENT OF WOMEN TEACHERS

- 52 The State Governments should be requested to take vigorous measures to increase the output of women teachers and to employ them in increasing numbers so that the existing low proportion of women teachers is substantially raised in the near future . . . IX (4)
- 53 Immediately steps should be taken to set up additional training institutions for women teachers in all such areas of the country where a shortage exists at present . . . IX (8)
- 54 The average training institution for women should be of a fairly small size and an attempt should be made to start at least one such training institution for women primary school teachers in every district . . . IX (9)
- 55 Training Schools for primary school teachers and girls' secondary schools should be developed together as a combined institution wherever possible and especially in rural areas . IX (10)
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56 A determined effort should be made to locate the training institutions for women primary teachers in rural areas . . . IX (11)

57 With a view to inducing women from urban areas to accept posts of teachers in rural schools, the following steps should be taken :—

(a) Adequate provision should be made in the Third Plan for providing women teachers serving in rural areas with quarters which should be, as far as possible near the school.

(b) A village allowance may be given to such teachers.

(c) Where both husband and wife are qualified to work as teachers, both of them should be employed and posted together in one and the same place.

(d) Liberal inducements should be offered to teachers to train their wives as teachers or as school mothers . . . IX (12)

58 In order to increase the supply of women teachers from the rural areas, the following measures should be taken :—

(a) In employing women teachers, preference should always be given to persons from rural areas, whenever available. ②

(b) Girls from rural areas who have passed the Middle School or an equivalent examination should be recruited as primary teachers.

(c) In selecting candidates for admission to training institutions, girls from rural areas should be given preference.

(d) A large number of scholarships should also be instituted in training institutions to be awarded to girls from rural areas only. The amount of the scholarship should be such that the trainee should not be required to seek any other assistance to maintain herself at the institution . . . IX (12)

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- 59 The maximum age limit for entry into service may be relaxed as much as possible in the case of women teachers. The relaxation should be made at least up to 40 or 45 years of age. IX (14)
- 60 The age of retirement may be extended to 60 in all States provided the teacher is physically and otherwise fit . . . . IX (14)
- 61 Women teachers who take up employment at a late age in life do not get adequate protection for old age under the existing rules. Government should, therefore, have this problem examined and amend the existing rules suitably, with a view to making a reasonable provision for old age for these adult women . IX (14)
- 62 (a) It is desirable to exempt all women trainees in the training institutions, for primary school teachers from the payment of tuition fees .
- (b) In respect of secondary school teachers, however, all women trainees whose guardians have an income below a specific level should be exempted from the payment of tuition fees . IX (15)
- 63 A sufficient number of scholarships should be instituted in all training institutions so that all women trainees in need may receive adequate financial assistance to cover their expenses, other than tuition fees while under training . IX (15)
- 64 Suitable pupils, particularly from rural areas, who wish to become teachers may be picked out during the last two years of their middle or secondary school course and given free secondary education and even special scholarships, if they are prepared to work in rural areas . IX (16)
- 65 In selecting women candidates for training, special consideration may be given to :—
- (a) The background of the candidates.
- (b) Adult women, particularly widows and others who may have to maintain themselves, and
- (c) *Gram-Sevikas* who might be released from Social Welfare Projects . . . . IX (16)
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- 66 Government should take immediate steps for provision of hostels in all training establishments. Rented accommodation may be provided as a transitional measure . . . IX (17)
- 67 Voluntary organisations conducting training institutions for women should be assisted for construction of hostels either by a grant-in-aid, or a loan which would cover the total cost and be interest-free, if possible . . . IX (17)
- 68 Steps on the lines indicated above for hostels should also be adopted in so far as the provision of staff quarters for training institutions is concerned . . . IX (17)
- 69 Although residence in hostels should ordinarily be compulsory for trainees, women, who have unavoidable responsibilities at home, may be exempted under such circumstances . IX (17)
- 70 In training institutions for women teachers, arrangements should be made for creches for the care of the children of the trainees, whenever necessary . . . IX (17)
- 71 Adequate provision for instruction in fine arts and home crafts should be made in training institutions for women teachers . . . IX (17)
- 72 Preparatory classes, for the training of adult women with inadequate educational qualifications through condensed courses to prescribed standards of admission, should be attached to all training institutions for women teachers . . . IX (18)
- 73 Coaching classes should be organised for women who have obtained less than the required percentage of marks in some subjects. Their progress should be examined after coaching and if found satisfactory, they should be admitted to regular training institutions . . . IX (19)
- 74 Part-time courses for the preparation of women teachers should be organised, wherever possible . . . IX (20)



- 75 Every training institution for women teachers should set up a placement centre which would assist its trainees in securing employment. Arrangements should also be made under which a placement centre would give a grant or a loan to a trainee to enable her to attend an interview . . . . . IX (21)
- 76 Demand and supply lists of women teachers should be maintained by all Education Departments and coordinated by the Ministry of Education . . . . . IX (22)
- 77 Part-time employment of women teachers should be encouraged as largely as possible in order to enable women to manage their responsibilities at home as well as to do some teaching work . . . . . IX (23)
- 78 The practice, followed in some areas, of discharging untrained teachers at vacation time should be abandoned generally in the case of all teachers. If that is not possible, it should be abandoned in respect of women teachers at least . . . . . IX (24)

#### CHAPTER X—PROFESSIONAL AND VOCATIONAL EDUCATION

- 79 In order that women may be enabled to attend to their homes properly as well as to take up some suitable vocation, the employment of women on a part-time basis, wherever feasible, should be accepted as a policy and more and more opportunities should be thrown open to women in the form of part-time work, which can be undertaken in and outside the home . . . . . X (2)
- 80 A thorough study of the vocational training needs and of the employment opportunities for women should be undertaken immediately by the Government with a group of experts and representatives of concerned Ministries with adequate time and ample resources at their disposal. Such a survey will discover the occupations available for women in different parts of the country . . . . . X (9)

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- 81 Wherever women come forward to organise a cottage or a small scale industry as individuals, the Government should provide necessary assistance and guidance. Assistance may be in the form of loan, subsidy, supply of equipment on hire-purchase basis, supply of raw material and adequate marketing arrangements for sale of the products. Co-operatives or other organisations may also be helped in a like manner. X (12)
- 82 Government should formulate a number of "Small Scale Industries Schemes" calculated to meet the needs of women, in consultation with the departments concerned. X (12)
- 83 (a) Vocational training courses with "Primary" as basic qualification may be conducted in schools during the day, alongside general education. This training may also be given in training-cum-production centres.
- (b) Courses with "Middle" and "Secondary" as basic qualifications may be organised in vocational sections of middle and secondary schools, in multipurpose schools, in separate vocational schools, in apprenticeship classes, in Training Centres, in workshops and/or in continuation schools. X (16 and
- 84 Government should take immediate action by providing additional seats for women in existing training institutions and/or starting new Training Centres in vocations suitable to women. X (15)
- 85 The number of seats available for women in commercial courses should be increased. X (17)
- 86 Difficulties are being experienced by girls in getting admission to polytechnics in some States. These should be removed. X (17)
- 87 Polytechnics, which provide courses suitable for both boys and girls should be made co-educational. X (17)
- 88 A thorough grounding should be given to women in courses of secretarial and administrative work to enable them to do such work efficiently. X (17)

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- 89 Training in home economics should be so organised that in addition to preparing women for home making, it would also prepare them for earning a living . . . . . X (18)
- 90 The system of part-time training is most suited to the needs of Indian women and should be expanded as largely as possible . . . . . X (19)
- 91 In order that a larger proportion of girls and women from rural areas may be enabled to join vocational training courses, such training should be provided in boarding schools, where they may be given room and board free . . . . . X (20)
- 92 Girls should be encouraged to take up courses in Commerce, Engineering, Agriculture, Medicine, etc., at the University stage by offering them scholarships and other concessions . . . . . X (21)
- 93 In the case of women, vocational institutions should restrict courses of training to occupations for which there is a local need sufficient to absorb them after training in the same locality, as far as possible . . . . . X (22)
- 94 Vocational guidance services should be organised on a wider scale and services of qualified "Career masters" be made available to assist pupils in choosing a field of training and select the appropriate vocational courses . . . . . X (23)
- 95 Leaders of Industry should be given all facilities for formulating their needs in respect of qualifications or recruits and their advice is always essential to give proper guidance to trainees as to the occupations for which training may be sought . . . . . X (24)
- 96 Employment Exchanges should give women financial assistance, if needed, to attend an interview. This assistance may be a grant or a loan recoverable on employment . . . . . X (26)
- 97 Career information centres should be set up in girls' High Schools and higher secondary schools and even primary schools and other educational institutions for girls and women . . . . . X (27)
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- 98 Educational and training institutions for women should have trained counsellors to help women choose appropriate careers . . . . . X (29)
- 99 Educational institutions for women should organise regular career conferences to acquaint the students leaving the institutions and their guardians about the occupational opportunities open to them and the qualifications required for them . . . . . X (30)
- 100 Government should prepare besides pamphlets, a number of career films and film strips on occupations available for women . . . . . X (31)
- 101 Each Employment Exchange area should have a co-ordination Committee consisting of the nominees of the proposed National Council for Women's Education, Employment Exchange, Social Welfare Boards and representatives of prominent women's organisations . . . . . X (32)
- 102 It is important to organise campaigns to mobilise public opinion for creating proper conditions in offices and establishments in which women can work freely . . . . . X (28)
- 103 Government should take adequate steps to ensure that girls and women who complete their training courses are, as far as possible gainfully employed, immediately after training . . . . . X (33)
- 104 The employment officers should visit training institutions and other Centres in their area to render necessary information regarding employment opportunities and also to register those who pass out of the training institutions. . . . . X (33)
- 105 The Government should take necessary steps to encourage the entry of an increasing number of women into all suitable occupations . . . . . X (35)
- 106 In the case of women taking up an employment other than teaching under Government or Semi-Government organisations, the maximum age requirement may be relaxed to 35 years of age. Such women who enter service at a later age, should be allowed to work beyond the usual retirement age, which may be extended upto 60 years in the case of women . . . . . X (37)

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107 Wherever feasible, hostels for working women should be started . . . . . X (38)

108 Facilities like crèches and free care of children as suggested for women teachers in Chapter IX may be extended to all women in employment. Crèches may be started in suitable places and their need properly coordinated. . . . . X (39)

#### CHAPTER XI.—SPECIAL EDUCATION FACILITIES FOR ADULT WOMEN

109 Special educational facilities for adult women should be provided for three valid reasons partly (1) on humanitarian grounds, partly (2) as an act of pure social justice ; and partly (3) because women workers are needed for a number of Plan projects . . . . . XI (1—5)

110 The fear that condensed courses for adult women will lead to a fall in standards and the argument that these facilities are costly are not quite sound and they should not stand in the way of providing such facilities . . . . . XI (6-7)

111 Educational facilities in the form of condensed courses (1) that prepare women for the Middle School Examination and (2) those that prepare them for the High School or Higher Secondary Examination should be provided more extensively in all States . . . . . XI (9)

112 Provision should also be made of condensed courses, which train women for suitable vocation after completion of necessary continuation education . . . . . XI (9)

113 The duration of the condensed courses should be made variable, depending upon the previous education of the women concerned, their individual capacities, the conditions for study, etc. But it should usually be possible to complete the general education of the middle standard in 2 or 3 years and further training for a vocation in one or two years . . . . . XI (10)

114 In order to make the duration of the condensed courses as short as possible, residential arrangement should be made for the trainees and the classes kept small . . . . . XI (10)

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- 115 Women undertaking such condensed courses should appear for the same final examination as the pupils of primary or secondary schools, but the question of exempting them from appearing for certain subjects or parts thereof needs thorough examination . . . . . XI (11)
- 116 The course in each school subject should be divided into small suitable units so that, after the completion of a unit in the period of a month or two months, new units can be commenced in that subject. . . . . XI (12)
- 117 The general principles as given in paragraph 12 of Chapter XI should be followed in condensing courses . . . . . XI (12)
- 118 For certain jobs—such as that of the *Gram-Sevika*—an orientation course of one year would be sufficient for these adult women. But in the case of primary school teaching full two years training is needed ; in the alternative, those adult women who have completed their general education up to the required minimum level can be given a short orientation course of about eight weeks duration as is being done under the scheme of relief to educated unemployed. In due course, they should take their regular training of two years . . . . . XI (12)
- 119 As many institutions providing special educational facilities for adult women as possible should be located in rural areas . . . . . XI (14)
- 120 Every preference should be given to voluntary organisations of standing and repute to organise these special educational facilities for adult women . . . . . XI (15)
- 121 A separate section for institutions which provide such special educational facilities for adult women should be included in the Grant-in-aid Codes of all State Governments and Administrations . . . . . XI (16)
- 122 (a) This section should be based on the following broad principles :—  
 (i) The rules regarding the grant of recognition to such institutions should be as simple as possible.

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- (ii) No fees should be charged in such institutions.
- (iii) There should be no conditions of minimum enrolment and attendance.
- (iv) The grant-in-aid should ordinarily be liberal enough to cover the entire expenditure of the institution, subject however to such general ceilings of grant-in-aid per capita as may be prescribed by the State Governments in view of their local conditions.
- (v) Non-recurring grants (or loans at a very low rate of interest, repayment of which may be spread over a fairly long period) for hostels should be liberally given in addition to recurring grants.
- (vi) As attendance at such institutions would ordinarily be lower than in urban areas the ceilings for the per capita grant-in-aid should be higher in rural areas.
- (b) The Central Government should accept responsibility for provision of grants-in-aid to selected organisations doing some significant work in the field of the education of women and for this purpose adequate provision should be made in the Central budget from year to year . XI (17 &
- 123 Concessions to adult women taking up these condensed courses should be given in the form of scholarships and/or loans. Wherever necessary, the maintenance of dependent children should also be provided for . . . . . XI (19)
- 124 The State Governments and the Administrations should be requested to take without delay a decision regarding :
- (i) the provision of such special educational facilities for adult women ;
- (ii) the nature and amount of non-recurring and recurring financial assistance that would be available to institutions which would undertake to organise the activity as well as to the trainees who would join the courses ;

(iii) it would also be desirable to assure the women that they would be employed as soon as they have completed their training satisfactorily;

(iv) this scheme should be given wide publicity so as to evoke the interest of and response from as many adult women as possible . XI (20)

125 Such of the managements as are doing this work in rural areas at present should be contacted by the officers of the Education Department and be persuaded and encouraged to organise and expand this activity as early and on as large a scale as possible . . . . . XI (21)

126 If the required number of women teachers and other women personnel are to be made available by 1961-62, the commencement of the Third Plan, it is necessary that a very large beginning in the provision of special educational facilities for adult women should be made immediately. A lump sum provision of one crore of rupees should, therefore, be earmarked for this from the 10 crores proposed in Recommendation number thirteen . . . . . XI (22)

127 This programme should receive great emphasis and high priority at the hands of the Government of India and of the State Governments and the Administrations an adequate funds required for the purpose should be provided in the Third Plan . . . . . XI (23)

## CHAPTER XII.—ROLE OF VOLUNTARY ORGANISATIONS

128 The Services of the voluntary organisations should be extensively used in the field of middle, secondary, higher, social and vocational education of women. Their services should also be utilised in teacher-training and in providing special educational facilities for adult women . XII (7—9)

129 Some of the main difficulties experienced by voluntary organisations are as follows :

(i) Private institutions are not treated on a par with Government institutions, though their functions are identical.



- (ii) Grant-in-aid rules are not sufficiently liberal.
- (iii) There is irksome Departmental control.
- (iv) The procedure for the release of funds is unduly complicated.

Steps should, therefore, be taken to remove these difficulties and private effort enabled to play the part which is expected of it.

XII (II)

130 The existing grant-in-aid codes of the States need a thorough revision, on the following broad principles in so far as the institutions for the education of women are concerned :

- (i) There should be a substantial and significant difference in the rates of grants-in-aid as between girls' institutions and boys' institutions at all levels.
- (ii) The conditions of aid for girls' institutions should be made easier.
- (iii) The conditions generally imposed by Boards of Secondary Education and Universities in respect of buildings and reserve funds should be relaxed in the case of all educational institutions for girls.
- (iv) Institutions for the education of girls in rural areas should receive more liberal grants-in-aid, both recurring and non-recurring. The purposes of the non-recurring grants-in-aid should include building and equipment. In rural areas, hostels and staff quarters must be included where necessary.
- (v) In the case of middle and secondary schools for girls, training institutions for teachers and institutions which provide special educational facilities for adult women, there should not be any condition requiring a matching contribution. In other cases, a matching contribution up to 25 per cent could be insisted upon.
- (vi) The grants-in-aid given to voluntary organisations of established standing and repute for non-recurring purposes should be given on a hundred per cent basis (at least

2. Woman as an individual—It is a simple proposition to state as well as understand that if education is the birth-right of an individual, it automatically becomes the birth-right of woman as much as of man. Because both in man as well as woman it is the same life-force that works and manifests itself and the same spark of Divine light that burns. Therefore the cultural and spiritual end of human existence is not in any way different for woman from that for man. Education caters for the development of human personality. The need and justification of such a personality development is there, irrespective of any distinctions of sex. The natural upshot of all this is, as we have stated above, that woman as an individual has the same birth-right to education as man. But how distressing and how degrading and how unfortunate it has been that such a simple and obvious proposition as this that man and woman are not different essentially has gone in history unrecognised, if not in thought or word, certainly in action! *This fundamental and basic equality of man and woman, therefore, is the first thing that we would like to highlight in our consideration of the problems of women's education.* Like other platitudes, this also needs re-affirmation. Platitudes are those which require little intelligence to understand but a big heart to accept and practise.

3. Woman as a Member of Society—If there is no denying the proposition that woman as an individual has the same status, dignity and importance as man, what have we to say regarding her position as a member of a social group, be it a family, a community, a nation or even the whole of human society? Differently put, the question is, what is the woman's role in society? It need hardly be pointed out that this will be another basic approach and fundamental consideration that would very much determine our views regarding the education of women.

in so far as primary, middle and the secondary schools and training institutions including the special institutions for adult women are concerned).

(vii) On the recurring side, the grant-in-aid should ordinarily cover the entire deficit, subject to the ceiling that the aid per capita will not be more than the cost per pupil in a State institution of a similar type.

(viii) In the case of other voluntary organisations matching contributions may be expected, but not more than half of what is expected in the case of boys' schools . . . . XII (14)

131 (a) A scheme similar to the Central Government scheme to assist voluntary organisations doing some experimental or valuable work in education should be prepared for girls' institutions only and special funds allocated for it.

(b) A detailed scheme for giving loans for non-recurring purposes—particularly for hostels and staff quarters—should be drawn up for immediate implementation.

Institutions applying for aid under these schemes should be permitted to apply direct with a copy of the application to the State Government concerned. . . . . XII (15 & 16)

132 Wherever possible, the establishment of new institutions working in rural areas only should be encouraged. Where this is not possible, the existing voluntary organisations, whose activities are confined to urban areas only should be persuaded to extend their activities to rural areas also . . . . . XII (18)

133 Steps should be taken to organise in all States, associations of devoted women workers and necessary assistance extended to them for educational activities . . . . . XII (18)

134 Women's Welfare Organisations should be encouraged to take up educational schemes for which aid should be given from the special fund proposed to be created for the development of the education of girls and women . . . . XII (18)

- 135 The liberalisation of grants-in-aid rules, which is meant primarily to ensure operational convenience should not be at the cost of quality and standards . . . . . XII (17)

## CHAPTER XIII—SOME SPECIAL PROBLEMS

### (A) *Education of women at University Stage*

- 136 A fairly large number of scholarships should be instituted for poor and deserving girls in all colleges, both Government and private. The amount of these scholarships should be such as would enable the girls to continue their education without being a burden on their families . XIII (4)
- 137 A large number of girls continue their studies at college under great social and economic handicaps. It is necessary that the State should recognise these handicaps and provide a sufficiently large number of scholarships to be awarded to girls on merit . . . . . XIII (5)
- 138 Government should draw up a scheme under which assistance could be made available to poor girls for purchase of educational equipment and books . . . . . XIII (6)
- 139 It is necessary to establish a few good institutions in different parts of the country which would be able to devote themselves exclusively to the study of the special problems of the education of women . . . . . XIII (7)
- 140 There should be a special budget provision for such schemes in the Plans of the Government of India and an attempt should be made to develop them on proper lines through grants-in-aid on a hundred per cent basis. The immediate object of this programme should be to develop these institutions to the university level and to make them centres of experimental and pioneer work as well as of fundamental thinking with regard to the education of women . XIII (7)

### (B) *Pre-primary Education*

- 141 Government of India should appoint, as early as possible, a suitable Committee to examine all aspects of the problem of pre-primary education . . . . . XIII (9)

- 142 Government should accept the responsibility for the training of women teachers for pre-primary schools and private effort working in the field should be liberally encouraged. The grants-in-aid to training institutions for pre-primary teachers as well as the assistance to be given to the trainees should be on the same lines as those recommended for the training of primary teachers . . . . . XIII (9)
- 143 Women who have received pre-primary training should be considered eligible for appointment in primary schools also (especially for Classes I and II) and regarded as trained primary teachers for purposes of pay and allowances . . . . XIII (10)

(C) *Education of Women belonging to Backward Classes*

- 144 In the funds sanctioned for the welfare of the backward classes, a special provision should be made for the education of women from the backward communities . . . . . XIII (11)

(D) *Education of Handicapped Children*

- 145 The Central Government should see that adequate facilities are provided for the training of teachers for handicapped children . . . . . XIII (14)

(E) *Social Education*

- 146 A determined effort should be made to increase the number of classes for making women literate, particularly in rural areas . . . . . XIII (19)
- 147 Mass literacy campaigns to spread literacy among women should be organised both in rural and urban areas . . . . . XIII (19)
- 148 (a) Social Education classes for imparting simple useful skills and for creating certain new attitudes necessary for present day conditions should be widely expanded through the agency of *Mahila Mandals* in rural areas.
- (b) The method of a well-equipped mobile mission should be tried to implement the programme of imparting such skills and attitudes . . . . XIII (22)

*(F) Professional Education*

- 149 The study group of the Planning Commission have indicated that there would be great shortages of women personnel for various projects of the Third Plan. Steps which will reduce these shortages should be taken from now . XIII (23-28)

CHAPTER XIV—ORGANISATION, ADMINISTRATION  
AND FINANCE

- 150 The existing proportion of women officers in the Education Departments should be substantially increased . . . . . XIV (10)
- 151 At the primary and middle stages, an increasing number of women inspecting officers should be employed and all new vacancies should be filled by women, as far as possible . . . . . XIV (10)
- 152 At the secondary stage, girls' schools should be ordinarily inspected by women officers . XIV (10)
- 153 Government should undertake a special programme for the development of the education of girls and women during the Third Plan which should include the following items :— XIV (18)

*Primary Stage (Age. Group 6—11)*

- (i) Attendance prizes and scholarships to girls in the age-group 6—11 ;
- (ii) All items and programmes connected with the drive to enrol more girls into schools ;
- (iii) The appointment of school mothers ;
- (iv) Supply of free educational equipment and clothes to girls ;
- (v) Attendance allowance to teachers ;
- (vi) All expenditure required to provide special amenities needed by girls in co-educational schools ;
- (vii) Construction of quarters for women teachers in rural areas.

*Middle Stage (Age-Group 11—14)*

- (i) Scholarships to girls to enable them to continue their education further ;
- (ii) Establishment of separate middle schools for girls as well as the development of existing ones.
- (iii) Supply of free educational equipment and clothes to girls.

*Secondary Stage (Age-Group 14—17)*

- (i) Scholarships to girls on merit ;
- (ii) Scholarships to girls to enable them to continue their education ;
- (iii) Grant-in-aid to private institutions in lieu of concessions in fees given to girls at this stage;
- (iv) Supply of educational equipment and clothes to girls ; and
- (v) Establishment of more secondary schools for girls and further development of existing ones, especially in rural areas, with provision for staff quarters, hostels and even free or subsidised transport, where necessary.

*University Stage*

- (i) Scholarships to girls on merit ;
- (ii) Scholarships to girls for continuation of their studies at this stage ;
- (iii) Grant of educational equipment to girls attending colleges ;
- (iv) Grants to be given to a few selected institutions to develop themselves into institutions specially devoted to the education of women.

*Training of Teachers*

- (i) Non-recurring grants required for the development of existing institutions and for the establishment of new training institutions for women primary teachers, especially in rural areas. These grants should include grants for building, equipment, staff quarters and hostels ;
- (ii) Award of scholarships to girls, especially from rural areas while under training.

### *Vocational and Special Education*

- (i) Grants-in-aid to institutions providing special education facilities for adult women ;
- (ii) Social education programmes for adult women ;
- (iii) Vocational training to women ;
- (iv) Grants to private institutions providing vocational training to women ; and
- (v) Increasing the existing facilities available to women for vocational education.

### *Administration and Supervision*

- (i) All expenditure connected with the National Council for the Education of Girls and Women ;
- (ii) All expenditure connected with the State Councils for the Education of Girls and Women ; and
- (iii) All expenditure required for organising educative propaganda for developing the education of women.

- 154 The old practice of including a special chapter on the education of girls and women in the Annual Reports of the Directors of Education of the States, which was discontinued at the suggestion of the Sargent Report should be revived . . . . . XIV (25)
- 155 A special Chapter on the education of girls and women should also be included in the Annual Reviews of Education which are being published by the Ministry of Education . . . XIV (25)

**III. General Recommendations.**—The following is the list of general recommendations which concern not only the education of girls, but boys as well.

Serial No.	Recommendations	Chapter and paragraph
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### CHAPTER V.—PRIMARY EDUCATION (AGE-GROUP 6 TO 11)

- 156 Wherever primary education is not free, immediate steps should be taken to make it free and



the Government should compensate the private schools for the loss in revenue resulting from the introduction of Free Education in case they are the only schools available in a particular area V (16)

157 Whenever new schools are started, the rural region should be given priority consideration. In fact, a definite plan based on a survey should be followed by the Government so that there would be no unnecessary duplication and the distribution of schools would not be lopsided but would be even V (16)

158 Small and scattered habitations in hill, forest or desert areas and nomadic populations lack the necessary schooling facilities. In such cases some other solutions will have to be found. They may take the form of peripatetic teachers, central schools with hostels arrangements and/or transport facilities or some other arrangements feasible in the local situation V (16)

159 Co-education should be adopted at the primary stage as a general policy. But as a transitional measure, separate schools for girls may be permitted as an exception in places where there is a strong public demand for them and the enrolment of girls is large enough to justify their establishment. Propaganda should be made in all such areas to remove the existing prejudice against co-education and create a positive opinion in its favour V (16)

160 The shift system should be adopted only as a temporary device and under special conditions of emergency. It should be introduced only wherever enrolment warrants it. It should be organised on a daily basis and not on alternate days. Wherever the shift system is in force one shift may be for boys and the other for girls, if it is likely to lead to greater enrolment of girls V (16)

161 The condition of primary schools needs much improvement in respect of staff, buildings, equipment, educational activities and content and subjects actually taught as well as methods of teaching employed. Therefore, an order of priority should be fixed by each State among the various items mentioned above in accordance with the situation prevailing in each area V (16)

I

2

3

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- 162 New patterns of cheap but healthy and convenient school buildings should be devised . V (16)
- 163 The largest possible provision of part-time instruction, suited to the needs of each locality should be made in all parts of the country for children of poor parents, especially girls . V (16)
- 164 Night schools should be started for those children who cannot attend day schools . . . V (16)
- 165 Inducement through the provision of mid-day meals should also be offered to influence parents to send their children to schools. This provision should be a permanent feature of the primary school programme. The meals should be supplied free of charge only to such of the pupils as are ascertained to be poor and for whom free supply is necessary and justified. They may not be free of charge for children of well-to-do families . . . V (16)
- 166 There is a good deal of waste involved in the existing system in which a number of agencies operate in the field independently of each other. Instead of having a number of agencies, providing some form of refreshment or other to school children, each in a limited way, it is better if the Ministry of Education in collaboration with other Ministries works out a well-coordinated and clear-cut scheme by pooling all resources including public donations, and associating and encouraging voluntary efforts . V (16)
- 167 Heads of schools should convene periodical meetings of the guardians/parents and give them opportunities of directly coming into contact with the life of the school as a whole . V (16)
- 168 Particular attention should also be paid to the following two measures :
- (i) improvement of schooling facilities ;
- (ii) encouragement of voluntary effort in expanding middle and secondary education . VI (11)
-

## CHAPTER VII.—WASTAGE AND STAGNATION

- 169 Although the extent of wastage and stagnation in the case of girls is slightly higher than that in the case of boys, remedial measures to be adopted to reduce them should generally be the same for boys and girls, for these problems are common problems of the educational system as a whole . . . . . VII (1)
- 170 As a scientific study of the problem of wastage on an all-India basis is needed, the Ministry of Education should carry out special studies of this problem in all parts of the country to throw light on both the causes and extent of wastage at the different stages of the educational ladder. VII (5)
- 171 The Government of India should also carry out sample investigations into the problems of stagnation in select areas in different parts of the country . . . . . VII (13)
- 172 The necessary statistics to show the extent of stagnation should be collected from each State by the Government of India and included as a part of the statistical tables annually published . VII (13)
- 173 The following steps should be taken to reduce the extent of stagnation in Class I :—
- (i) All fresh admissions to Class I should be made in the beginning of the school year and not later than 60 days after the beginning of the first session.
  - (ii) It should be a specific responsibility of teachers, particularly in rural areas, to see that proper attendance is maintained in the school and due consideration should be given to this aspect while assessing their work.
  - (iii) The age of admission should be raised to six plus.
  - (iv) Standards of teaching should be improved. VII (16)
- 174 The stagnation in Classes II to V can be reduced if—
- (i) attendance of children is increased,

- (ii) standards of teaching improved,
- (iii) Internal examinations are introduced wherever necessary and possible and the teachers trained properly in evaluating the work of the students,
- (iv) Books and educational equipment needed by poor children are supplied in good time. VII (17)
- 175 About 65 per cent of the cases of wastage at the primary level are due to economic causes. This wastage can be eliminated only if provision for part-time instruction is made for those children who cannot attend on a whole-time basis VII (25, 26)
- 176 School hours should be adjusted to the needs of the situation and steps should also be taken to adjust the vacations to suit local needs VII (23)
- 177 About 25 to 30 per cent of the cases of wastage at the primary level are due to the indifference of parents. This cause can be eliminated partly by educative propaganda and partly by a rigorous enforcement of the compulsory education law VII (25)
- 178 The other causes of wastage at the primary level are educational and can be eliminated if (i) the extent of stagnation is reduced, (ii) the quality of education is improved, (iii) provision of free supply of books and educational equipment (and even clothing in the case of girls) is made, (iv) incomplete primary schools, that is schools which do not teach all the five classes, are eliminated, and (v) the law for prevention of child marriages is rigorously enforced VII (25)
- 179 Experimental pilot projects should be conducted by the Ministry of Education during the period of the Second Five-Year Plan itself to determine the causes of wastage and the methods of removing them. At least one such project should be undertaken in every State VII (26)
- 180 Wastage at the middle and secondary stages is mainly due to economic reasons and in the case of girls, to early marriages. The average age of marriage will, therefore, have to rise still higher if this wastage is to be reduced ; and the economic factors can only be met by provision

Looked at broadly, we find, even to this day two opposing view points on this issue. One view is that woman is first the mistress of the home, and anything else afterwards. It is argued that outside the home, where lies her primary role, she has no part or very little part to play and if there is anything it is definitely secondary and subject to the demands and exigencies of her role within the home. The other view is that home is no special responsibility of woman only. If she is a companion of man, the companionship obviously cannot end at the precincts of the home. It definitely extends to the wider fields of life, in all its stresses and strains, in all its joys and sorrows, in the factory and on the farm, in the shop as well as in the office. Therefore woman should have open to her all avenues to life which are open to men. The emphasis, however, is on equality rather than identity though at times it becomes difficult to make a distinction between equality and identity.

4. Before we discuss the merits and demerits of the two view points mentioned above we may say a few words about the historical circumstances that have given rise to the latter point of view, advocating equality of man and woman in all walks of life. Students of history know that in the rise of modern society in the West, the Renaissance, the Reformation and the Revolution played their important roles. The Renaissance not only brought about a cultural awakening but it also intensified the thirst for knowledge and truth and quickened and sharpened the intellectual tools required for it. The Reformation affirmed the significance of the individual as against religious dogmas. Naturally what began with religion could not end with it. The French Revolution in its principles of Liberty, Fraternity and Equality expressed the same importance of the individual in the political context and the Industrial Revolution which was accompanied by the system of free enterprise, carried the same principle into the economic field. It is undoubtedly a fact that these principles of Liberty, Fraternity and Equality have been professed but rarely practised. The philosophy of 19th century individualism, which we find advocated by men like John Stuart Mill and Herbert Spencer reaffirmed the freedom and dignity of man as man. It regarded the individual as an end in himself rather than as a means. The so-called scientific materialism of Marx and Lenin, the philosophical idealism of Kant and T. H. Green and the pragmatic idealism of Mahatma Gandhi or the utopian idealism of Ruskin and Tolstoy—all are agreed on upholding the dignity and equality of one individual as that of another without any distinction including the one based on sex. In social thought it is a great achievement which has to be preserved, broadened, deepened and given a richer and fuller content. It is in the light of this basic social approach that we should consider the question of the role of woman in society.

5. Now what are the arguments of those who say that the primary role of woman lies within the home rather than outside? There are two main arguments in their armoury, one relating to the duties and responsibilities of motherhood and another relating to the maintenance of that moral standard which may be said to be representing the great heritage and the highest and the noblest traditions of Indian womanhood. Let us briefly examine these two arguments.

6. So far as the duties and responsibilities of motherhood are concerned, none would deny their importance. But the point is who makes the best mother? Not, in our opinion, she who hugs the child to her bosom all the time and fondles it, not even she who only looks to the physical

of part-time instruction in the age-group of 11 to 14 and the provision of adequate financial assistance to poor and deserving girls of the age-group of 11 to 17 to continue their studies further

VII (27, 28)

- 181 Stagnation and wastage are not independent evils by themselves. They are really symptoms of a number of other evils among which the most important are four :—

- (i) lack of adjustment between the school system and the social and economic environment of the community for whom they are intended;
- (ii) poor standards of the average schools which lack buildings, equipment and above all good teachers ;
- (iii) absence of adequate economic assistance to children of poor parents to enable them to continue their studies further ; and
- (iv) absence of facilities for part-time instruction.

If suitable action on the lines recommended is taken to remedy these fundamental evils of the the educational system, the symptomatic evils of wastage and stagnation would disappear automatically

VII (29)

#### CHAPTER IX.—TRAINING AND EMPLOYMENT OF WOMEN TEACHERS

- 182 Taking into consideration the increase in the cost of living as it obtains today the present scales of pay of teachers should be suitably revised . IX (7)
- 183 There should be no distinction between the scales of pay and allowances paid to teachers in Government and Local Board or Municipal institutions and those that are paid to teachers working under private managements . IX (7)
- 184 The triple-benefit scheme called the Pension *cum*-Provident Fund-*cum*-Insurance-Scheme should be made applicable to every teacher who is employed permanently in an institution . IX (7)
- 185 When teachers are required to work in areas where children speak dialects peculiar to the region, steps should be taken to give adequate instruction to the teachers in the local dialects . IX (25)

## CHAPTER XVII

### DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE

#### Item No. 1

*To be published in the Gazette of India, Part I—Section I*

### MINISTRY OF EDUCATION

#### RESOLUTION

No. F. 34-12/57. B.5. Dated 19th May, 1958

SUBJECT: *National Committee on Women's Education.*

The Government of India have for some time past, been feeling the need for a study of the special problems of Girls' Education and the measures that need to be taken not only to increase the enrolment of girls—specially in the middle and high schools, but also to meet the acute shortage of trained personnel in the fields of education, health, social work etc. The Planning Commission have also examined this subject in the light of the recommendations made by the Commission's Panel of Educationists in their meeting held at Poona in July, 1957. The Commission's request that a committee may be appointed for this purpose has been accepted by the Ministry of Education.

2. The Government of India have accordingly decided to set up a National Committee on Women's Education which is expected to submit its report within six months of the date of its first meeting.

The Committee consists of the following members:—

1. Smt. Durgabai Deshmukh (Chairman), Chairman, Central Social Welfare Board, New Delhi.
  2. Miss S. Panandikar, Joint Director of Education, Bombay State, Poona-1.
  3. Shri P. N. Mathur, Banasthali Vidyapeeth, Jaipur, Rajasthan.
  4. Smt. Kulsum Sayani, Editor, 'Rahber', Rupa Villa, Cumbala-Hill Road, Bombay.
  5. Shri J. P. Naik, Mouni Vidyapeeth, Gargoti. (Bombay).
  6. Smt. Zahra Ahmed, Principal's House, Patna College, Patna.
  7. Smt. O. C. Srinivasan, Chairman, Project Implementing Committee, Community Development Block, Taliparamba (Kerala State).
  8. An Officer of the Ministry of Education (Secretary).
3. The terms of reference of the Committee will be:—
- (i) To suggest special measures to make up the leeway in women's education at the Primary and Secondary levels.
  - (ii) To examine the problem of wastage in girls education at these levels.

(iii) To examine the problem of adult women who have relapsed into illiteracy or have received inadequate education and who need continuation education so as to enable them to earn a living and participate in projects of national reconstruction.

(iv) To survey the nature and extent of material and other facilities offered by voluntary welfare organisations for the education of such women and to recommend steps necessary to enable them to offer larger educational facilities to them.

(v) To examine the possibility and methods of encouraging a larger number of women to go into vocational trades by providing suitable vocational training as a part of their formal education or through special courses designed for adult women.

4. Apart from calling for reports and necessary information from the States, the Committee may undertake a certain amount of touring in a typical areas, in order to sound the opinion of the State Governments and the public.

Order:—

Ordered that the Resolution be communicated to all the Ministries of the Government of India, all the State Governments, Planning Commission, Cabinet Secretariat, Secretary, Central Advisory Board of Education, Secretary, All India Council for Secondary Education, Secretary, All India Council for Elementary Education, Secretary, Central Social Welfare Board, Secretary, University Grants Commission, Comptroller and Auditor General of India and Secretary, Department of Parliamentary Affairs with 6 spare copies).

Ordered also that the Resolution be published in the Gazette of India for general information.

Sd./-  
(PREM KIRPAL)

Joint Secretary.

The Publisher,  
Gazette of India,  
New Delhi.

*o. F. 34-12/57, B.5, Dated the 19th May, 1958.*

1. Copy forwarded to all the Members of the National Committee on Women's Education.

2. Copy to Co-ordination Unit.

3. Copy to all Sections in the Ministry of Education.

4. Copy to all the addresses mentioned above.

5. Copy with ten spare copies to Shri B. R. Bowry, Press Information Officer, Press Information Bureau, New Delhi.

By Order,

Sd./-  
(PREM KIRPAL)

Joint Secretary.



*To be published in the Gazette of India, Part I—Section I*

## MINISTRY OF EDUCATION

### RESOLUTION

*No. F. 34-12/57-B. 3. Dated the 28th January, 1959*

In partial modification of Ministry of Education Resolution No. F. 34-12/57-B.5, dated the 19th May, 1958, it has been resolved that Dr. (Mrs.) Phulrenu Gulia will be deemed to have been appointed as a regular member of the National Committee on Women's Education.

*Order:—*

Ordered that the Resolution be communicated to all the Ministries of the Government of India. All the State Governments, Planning Commission, Cabinet Secretariat, Secretary, Central Advisory Board of Education, Secretary, All India Council for Secondary Education, Secretary, All India Council for Elementary Education, Secretary, Central Social Welfare Board, Secretary, University Grants Commission, Comptroller and Auditor General of India and Secretary, Department of Parliamentary Affairs (with 6 spare copies).

Ordered also that the Resolution be published in the Gazette of India for general information.

Sd./-

(K. G. SAIYIDAIN)

Secretary.

To

The Publisher,  
Gazette of India,  
New Delhi.

*No. F. 34-12/57.B.3. dated the 28th January, 1959.*

1. Copy forwarded to all the Members of the National Committee on Women's Education.

2. Copy to Co-ordination Unit.

3. Copy to all Sections in the Ministry of Education.

4. Copy to all the addresses mentioned above.

5. Copy with ten spare copies to Shri B. R. Bowry, Press Information Officer, Press Information Bureau, New Delhi.

By Order,

Sd./-

(K. G. SAIYIDAIN)

Secretary.

DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
Item No. 2

*National Committee on Women's Education, Ministry of  
Education, Government of India*

New Delhi-2.

O.O. No. F. 40-8/58, B. 5.

Dated the July, 1958.

Dear Friend,

Since education of women in India has lagged very far behind that of men, the Government of India have appointed this National Committee on Women's Education to study the problems and difficulties that are responsible for this situation and to make specific recommendations for making up the leeway in girls' education and for giving a definite direction and purpose to the entire programme of adult women's education.

As a first step towards this study, the Committee is issuing this questionnaire to YOU in the expectation that it may have the benefit of your knowledge and experience.

The questionnaire is divided into the following sections:

1. Difficulties in the way of progress of girls' education at various levels.
2. The problem of wastage and stagnation in girls' education at various levels.
3. Co-education.
4. The content of girls' education.
5. Measures to promote girls' education.
6. Vocational education.
7. Provision of women teachers.
8. (a) Education of adult women.  
(b) Social education for women.
9. Role of voluntary organizations in the education of adult women.
10. Organisational and administrative measures.

While you are welcome to answer the entire questionnaire, if you do not feel like doing so, you may answer only those sections which interest you. Please make your answers as precise as possible.

If you need more space for your answers than provided in the questionnaire, or if you think it important to express your views on an aspect of the problem not covered by it, please use a separate sheet making suitable references to it in the questionnaire.

Replies may kindly be sent by the 15th of August to the Secretary, National Committee on Women's Education, Ministry of Education, Government of India, New Delhi.

The Committee hopes to receive your full co-operation in this regard.

Yours sincerely,

DURGABAI DESHMUKH,

*Chairman.*

Please return by 15th August 1958 to :—

The Secretary, National Committee on Women's Education,  
Ministry of Education, Govt. of India, New Delhi-2.

## NATIONAL COMMITTEE ON WOMEN'S EDUCATION

### QUESTIONNAIRE

*Note.*—Please check the answer you think is correct. You may add comments at any place if you consider it necessary to do so.

#### Section I—Difficulties in the way of the Progress of Girls' Education at various levels.

The existing facilities for girls' education at the primary, middle and secondary stages are shown in the table below :—

TABLE No. I

*Figures in thousands : 1955-56*

Age Group	BOYS			GIRLS		
	Total No. of Boys	Enrolment	Percentage of Enrolment to population	Total No. of girls	Enrolment	Percentage of enrolment to population
6—11	24798	17528	70.7	23416	7639	32.6
11—14	13533	3426	25.3	12797	867	6.8
14—17	12598	1558	12.4	11913	320	2.7

TABLE No. II

	Total No. of Schools	No. of schools for boys (may be mixed)	No. of schools for girls (exclusively)
Primary	2,78,135	2,62,905	15,230
Middle	21,730	19,393	2,337
Secondary	10,835	9,255	1,583

The figures given under stand for the responses of the whole country

Why are parents not as willing to send their daughters to schools as they are to send their boys ?

Is it that :—

1. Parents do not set store by girls

(i) primary education ?

(ii) middle education ?

(iii) secondary education ?

Yes %

No %

19.3

9.1

21.0

7.8

30.5

7.5

	Yes %	No %
2. Parents cannot afford :		
(a) the cost of		
(i) primary education of girls ?	18	10
(ii) middle education of girls ?	35.3	4.7
(iii) secondary education of girls ?	60.5	2.2
(b) the provision of clothes and extras for school-going girls ?	49.9	3.3
3. parents do not see any advantage in getting their daughters educated ?	41.6	9.6
4. educated girls do not make good house wives ?	18.6	16.4
5. girls are not taught subjects which are of practical use to them ?	43.7	5.0
6. girls share work with their mothers and cannot be spared to go to school ? If so, what is the nature of the work ?	72.0	1.9
(a) domestic chores ?		
(b) work that adds to family income ?	32.7	4.2
7. schools are situated at an inconvenient distance ?	45.8	8.4
8. there is no satisfactory residential accommodation ?	44.4	7.6
9. there is no woman to look after girls in schools ?	28.2	10.0
10. there are no women teachers in mixed schools ?	31.9	9.7
11. there are no separate schools for girls ? If so, at what stage do parents insist on sending girls to separate schools ?	42.6	3.9
12. it is not considered respectable for girls to go out after a certain age ? If so, after what age ?	42.6	5.7
13. (a) marriage becomes difficult for girls if it is postponed beyond a customary age ?	60.3	3.2
(b) If so, do they have no objection to getting their daughters educated till they reach the customary marriage age regardless of the standard they attain by that age ?	42.3	4.7
14. social customs like <i>purdah</i> , child marriage are to blame ?	37.5	8.9
15. any other reason that is not covered indicating in what part of the country and under what circumstances those reasons hold good ?		

## Section II—Wastage and Stagnation

**Wastage:** Leaving School before completing the four or five grades of the primary stage is considered as wastage in primary schools.

**Stagnation:** Taking more than five years to complete the primary stage of five grades is termed stagnation.

There can be wastage and stagnation at the middle, secondary or subsequent stages of education as well.

The following figures illustrate the wastage in girls' education at the primary stage.

TABLE No. III

*Boys and Girls*

Classes	Year	No. of students	Wastage	
Class I . . .	1952-53	2372521		
Class II . . .	1953-54	1392560	63%	
Class III . . .	1954-55	1081783		
Class IV . . .	1955-56	871351		

  

	Yes %	No %
A. What in your opinion are the reasons for wastage in girls' education ?		
Is it that :—		
1. education beyond a particular stage is not considered desirable for girls ?	49.1	8.3
2. the content of middle and secondary education is not considered suitable or useful for girls ?	41.8	9.1
3. family responsibilities devolve on girls at too early an age ?	70.8	2.7
4. Any other reasons ?		
B. What in your opinion is the reason for stagnation in girls' education ?		
Is it, for instance, due to :—		
1. the indifference of girls to their study ?	17.2	22.3
2. indifference of parents to their daughters' school work ?	62.9	5.1
3. pre-occupation of girls in the home with other work, e.g. looking after younger sisters and brothers etc. ?	77.4	1.6
4. irregularity of attendance of girls due to their being kept at home for some reason or other ?	71.9	1.6
5. general unwillingness to supply girls with educational appliances such as books etc. ?	43.2	9.7
6. incompetence of school teachers ?	33.3	13.3
7. poor equipment in schools ?	41.0	7.8
8. lack of suitable material to keep up the girls' interests ?	50.2	5.8
9. Any other reasons ?		
<b>Section III—Co-education</b>		
It has been suggested that at the primary stage all schools should be co-educational.		
I. Do you think there should be co-education in		
(a) primary schools ?	82.7	2.1
(b) middle schools ?	46.4	24.2
(c) secondary schools ?	18.2	45.7

	Yes %	No %
2. What are the difficulties, if any, in implementing co-education at the		
(a) primary stage ?		
(b) middle stage ?		
(c) secondary stage ?		
3. Should there be separate shifts for boys and girls in		
(a) primary schools ?	8.3	35.1
(b) middle schools ?	26.5	22.9
(c) secondary schools ?	49.7	12.0
(d) vocational schools ?	48.1	10.6
4. Do you think the appointment of school-mothers (elderly women who will look after the welfare of girls during school hours) in mixed schools will encourage girls joining such schools ?	46.6	13.8
5. Do you think women teachers should be employed in co-educational institutions along with men ? If so, at what stage ?		
(a) primary ?	71.7	4.0
(b) middle ?	61.5	4.9
(c) secondary ?	57.5	6.4
6. What special provision should be made in co-educational institutions to meet the special needs of girls ?		
7. (a) Do you think boys and girls should participate jointly in recreational and cultural activities ?	50.6	8.3
(b) If so, in what type of activities is this step desirable ?		
(c) What measures should be adopted to promote joint participation of girls and boys in recreational and cultural activities ?		
8. Any other measures which will make co-education more acceptable.		

#### Section IV—The Content of Girl's Education

A. 1. Should the curriculum be the same for girls and boys in :—

(a) the primary stage ?	79.4	5.5
(b) the middle stage ?	44.9	30.3
(c) the secondary stage ?	14.4	52.5

	Yes %	No %
2. Should courses of studies for girls be simplified at the		
(a) primary stage ?	10.8	35.9
(b) middle stage ?	18.6	29.8
3. If so, how ?		
B. 1. Should some of the subjects taught to boys be substituted by subjects to be taught to girls more suited to their aptitude, interest and needs ?	61.4	3.3
2. If so, please specify the subjects.		
3. Indicate to what extent this is being done and how it can be further extended.		

### Section V.—Measures to Promote Girls' Education

- A. Concessions.  
B. Legislative measures.  
C. Education of public opinion.

#### A. Concessions.—

1. Should stipends/scholarships for the education of girls be given to :		
(a) girls of parents below a certain level of income ? If so, what level ?	73.6	10.7
(b) girls of parents having more than a certain number of children ? If so, what number ?	60.1	1.8
(c) what combination of income and number of children should get what concessions ?		
(d) girls of backward classes only ?	4.6	38.4
(e) all rural girls or only girls of parents below a certain income level	11.7	1.8
(f) should the income level at (e) be the same as in (a) or lower ?	6.2	0.9
2. (a) What items of expenditure should be covered by stipends of scholarships ?	9.2	4.0
(b) What in your opinion should be the reasonable amount of a stipend or scholarship to be given at the		
(i) primary stage ?		
(ii) middle stage ?		
(iii) secondary stage ?		
3. Should certain other concessions be given for the education of girls, such as :		
(a) exemption from tuition fee ?	73.2	1.5
(b) clothes ?	52.6	6.0
(c) books, slates, copy-books, pencils, etc. ?	66.4	1.9
(d) mid-day meals ?	64.1	3.2
(e) transport ?	63.3	2.4

7. Coming to moral standards, we need only say that their real test is to be able to maintain and preserve them amidst the every strains, stresses and hazards of life rather than in avoiding life itself for their sake. Morality that breaks down at the slightest touch and that needs a seclusion and an exclusiveness to maintain itself is not worth its name. Thus it becomes clear that neither for performing the duties of motherhood nor in the interest of preserving the moral standards should it be really necessary to confine woman to the home. But our argument does not end here. There are two more arguments that we would like to advance.

8. The first argument is that a fuller development of woman's personality and a better and a wider use of her power and faculties and also the needs of society demand that she should participate in life in its full sense. The second relates to the practical and in no way less important aspect of the question. A woman has to go outside the home and work so that she may also contribute her share to the family income, which in a large majority of cases in India is so necessary to provide for even the basic needs of life. We would also like to refer in this connection to the fear that in case women do not confine themselves to home-keeping, the family life would be disturbed. We must clearly say that we appreciate the great importance of family-life and it is far from our intention to disturb it. Our arguments favouring the participation of women in wider life outside the home should also not be taken to mean either that we want every woman to take a job or that we think that without taking up a job participation in wider life is not possible. The welfare of society requires much voluntary social work, and participation in such social work is the best and the noblest way of taking a share in the wider responsibilities of life. Therefore, realising as we do the importance of family life, we are of the opinion that society should give through social work, special facilities for part-time work and in other ways an opportunity to women to contribute their mite to the problems and demands of the wider world, still leaving them all the time that they should really have to discharge their responsibilities of motherhood and home-keeping whose importance we have already admitted. But here we must also say that in order to reconcile the demands on and duties of women within the home with those outside it is equally necessary that our home should also show a certain adjustment to the needs of society and the development of women's personality, and our men should also come forward to join the women in work within the home as the women should step out to join the men in work outside.



Yes %

No %

*B. Legislative measures.—*

- |   |      |      |
|---|------|------|
| 1. Do you think legislative measures should be taken requiring parents in a defined school area to send their daughters to school ? | 58.1 | 11.5 |
| 2. If so, should the compulsion extend now to girls of and under  |      |      |
| (a) 11 years ?  | 42.1 |      |
| (b) 14 years ?  | 34.6 |      |
| 3. Should compulsion apply now to   |      |      |
| (a) rural areas only ?  | 14.2 | 5.6  |
| (b) urban areas only ?  | 12.2 | 5.5  |
| (c) both areas ?  | 51.2 | 3.4  |
| 4. What measures do you suggest for the better enforcement of existing legislative measures, for compulsory education ?             |      |      |
| 5. Do you think proper enforcement of the Child Marriage Act will encourage parents to educate girls more willingly ?               | 46.7 | 13.1 |

*C. Education of public opinion.*

- |  |      |     |
|--|------|-----|
| 1. Do you think special propaganda should be undertaken regarding the need for educating girls ? | 74.7 | 2.3 |
| 2. If so, what form should the propaganda take ? for example :                                   |      |     |
| (a) women's education day/week ;   | 63.2 | 2.1 |
| (b) women's rallies ;  | 56.5 | 1.6 |
| (c) itinerant propaganda parties ;   | 58.5 | 1.6 |
| (d) special posters ;  | 55.2 | 1.9 |
| (e) any other form.  |      |     |

**Section VI—Vocational Education.**

The case for diversifying and enriching the vocational education programme for women needs to be further examined and related to the new employment opportunities now open to women. In the first place except probably for certain vocations like teaching and nursing no awareness has been shown of the rich possibilities of training and employing women in a large number of vocational occupations and callings. The most common and the least rewarded occupations in which women seem to be trained all over the country are sewing, knitting and embroidery. While these crafts may have some utility for domestic purposes, the employment opportunities in these occupations are very severely limited. The following questions are directed to elicit from you as to how this diversification can be achieved effectively—

1. What are the types of work suitable for women in the context of national development.

	Yes %	No %
(a) Urban Areas	part-time	
	full-time	
(b) Industrial Areas	part-time	
	full-time	
(c) Rural Areas	part-time	
	full-time	
(d) Plantations	part-time	
	full-time	
(e) Hill Areas	part-time	
	full-time	
(f) Tribal Areas	part-time	
	full-time	
2. (a) Is it necessary, desirable or feasible to reserve certain occupations for women <i>e.g.</i> , nursing, pre-primary and primary school teaching?	62.0	6.7
(b) If so, what are these occupations?		
(c) Should the reservation be by		
(i) legislation?	23.7	9.7
(ii) executive action?	25.5	5.1
(iii) educating public opinion?	43.4	1.9
3. Would you recommend,		
(a) separate institutions for training women in teaching nursing etc.?	57.3	4.4
(b) reservation of seats in mixed institutions?	33.3	6.4
(c) or both?	25.6	4.0
4. (a) Do you think that special secretarial training courses (such as typing, book-keeping, stenography, filing etc.) should be started for girls for such jobs are becoming available to them in increasingly larger numbers?	73.1	3.2
(b) If so, at what stage?		
5. Are you in favour of each Government Department/Enterprise, estimating well in advance the number of vacancies it would be able to offer to women so that training institutions may make efforts to train the requisite number?	63.9	3.9
6. In what ways can the employment exchanges		
(a) help in women's employment?		
(b) help institutions in planning their training programmes?		
7. (a) Is there a need for a separate organisation for		
(i) giving vocational guidance to girls in middle and high schools and, if possible, to adult women?	57.0	4.9
(ii) arranging for the employment of women?	46.2	5.4
(b) or should the training institutions themselves act also as employment agencies?	39.3	7.8

## 22 Section VII—Provision of Women Teachers

TABLE No. IV

Statistical Position

1955-56	Total No. of Teachers	Men Teachers		Women Teachers	
		Trained	Untrained	Trained	Untrained
Primary	6,91,249	3,36,930 (48·7%)	2,37,252 (34·3%)	86,262 (12·5%)	30,805 (4·5%)
Middle	1,48,394	72,239 (48·8%)	52,311 (35·2%)	13,430 (9%)	10,414 (7%)
Secondary	1,89,795	92,826 (49·4%)	61,884 (32·6%)	21,051 (11%)	14,034 (7%)

A. Since there is a considerable shortage of women teachers what measures would you suggest for inducing more women to take to the teaching profession ?

	Yes	%	No	%
1. Organising campaigns for recruiting and training women as teachers from amongst—				
(a) the inmates of various voluntary welfare institutions from where suitable women candidates could be recruited ?	61·0		2·7	
(b) those who have already relatives with jobs in rural areas.	53·2		1·7	
2. Giving to girls who will later take up teaching				
(a) stipends in middle schools ?	58·0		3·2	
(b) free secondary education ?	61·8		1·5	
3. Attaching pre-training sections to training institutions for women to which women at all educational levels would be admitted and prepared for admission to training institutions ?	55·3		4·2	

B. What measures would you suggest for providing better facilities to women under training ?

1. Starting additional training institutions for women teachers throughout the country specially in rural areas so that women do not have to go far away from their home towns ?	77·5	1·3
2. Giving stipends to cover all living expenses of trainees ?	77·1	0·7
3. Providing exemption from tuition fee ?	68·2	1·5
4. Providing free care and education for the children of women while under training ?	72·5	1·5
5. Providing hostel accommodation to children of women while under training ?	66·6	2·7

	Yes %	No %
6. Providing part time training course for women teacher trainees ?	59.1	4.3
7. Providing satisfactory hostel accommodation ?	71.3	0.5
C. What measures would you suggest for provision of better service conditions for women ?		
1. Free or cheap housing accommodation ?	75.9	40.7 (Che
2. Free primary and secondary education to their children ?	74.4	0.7
3. Provision of free hostel accommodation for the children of women teachers working in rural areas ?	60.9	2.1
4. Maternity leave ?	76.1	0.5
5. Pension for women in private schools ?	68.9	0.9
6. Bonus or gratuity for—		
10 years service ?	60.1	
20 years service ?	26.4	

### Section VIII—(A) Education of Adult Women

The problem that is posed in this section deals with the problem of women in the age group of 20-45 who in their adulthood may suddenly be faced with the need to earn their own livelihood. A large number of such women would have left their education years ago at some lower stage in the primary or upper primary level. Before they can qualify for any employment they have not only to acquire the basic minimum general education up to the middle standard but may also have to get some vocational training. It is neither possible nor desirable for these women to join ordinary schools and to sit with young girls to complete their education in the normal run of such courses.

Education of adult women has also assumed vital importance in the context of the personnel requirements of various schemes under the Plan. A large number of gramsevikas, midwives, health visitors, balwadi teachers, primary school teachers, etc., are required for the successful implementation of these schemes. Minimum educational qualifications for being selected as a trainee for any one of these courses is the Vernacular Final or an equivalent middle examination. If girls who have just completed their middle school examination are recruited for these posts they prove to be immature and ineffective in their job work. If on the other hand women from the age group of 30-45 are selected, it is found that most of them have relapsed into illiteracy or near illiteracy.

	Yes %	No %
What such adult women need is special types of institutions in which they can study according to their attainment and requirements. The nature of the institutions ; types of courses ; methods of teaching should be determined.		
1. Are you in favour of special courses for adult women to enable them to appear for middle and secondary examinations privately ? If so, should they be run by		
(a) voluntary organisations ?	34.6	2.1
(b) Government ?	35.0	1.6
(c) both ?	54.3	2.0
2. What steps would you suggest for encouraging women to come to institutions offering such courses		
(a) stipends ?	66.0	0.8
(b) concessions ?	50.8	0.7
(c) transport facilities ?	60.5	0.7
(d) organising creches for their children ?	60.4	0.7
(e) gaining more leisure by lessening drudgery in the house ?	40.6	0.9
(f) corporate working of common tasks such as washing, sewing, cooking, etc. ?	42.6	2.0
(g) satisfactory hostel arrangements ?	53.9	0.8
3. What special arrangements would you recommend for educating adult woman in		
(a) Rural areas ?		
(b) Urban areas ?		
4. Are you in favour of itinerant teachers spending two or three days in the week to teach women in		
(a) two or three villages ?	30.3	
(b) two or three mohallas or wards ?	28.9	
5. Should Secondary Education Boards encourage such adult women by		
(a) permitting them to appear privately for the Board examinations ?	73.0	1.0
(b) if this is not possible by according recognition to women's educational institutions on easier terms than that of boys. If so in what way, should their conditions be relaxed.	16.0	2.6
(c) giving examination fee concessions ?	56.7	1.2
(d) having more convenient centres for holding examinations ?	60.9	0.8
(e) any other concessions ?		
6. With the special problems of women's education in view should Universities encourage women by		

	Yes %	No %
(a) permitting women to appear privately for their examination ?	71.6	1.0
(b) giving examination fee concessions ?	59.2	1.4
(c) having more convenient centres for examinations ?	63.2	1.2
(d) any other concession ?		

### B. Social Education for Women

It is sought to distinguish between the education of adult women as brought out above and social education for women which would be much more broad based and informal and would continue the process of education in civic, social, health and other matters which have an intimate bearing on the life of women.

- |  |      |      |
|--|------|------|
| 1. Do you think that there is justification for a separate social education programme for women as distinguished from that of men ?                                    | 53.3 | 13.6 |
| 2. [ If so, what in your opinion should be :   |      |      |
| (a) the content of such a programme ?  |      |      |
| rural  |      |      |
| urban  |      |      |
| (b) the media ? rural  |      |      |
| urban  |      |      |
| (c) the methods ? rural  |      |      |
| urban  |      |      |
| 3. Which in your opinion is the best agency for undertaking the social education programme for women :   |      |      |
| (a) in urban areas ?   |      |      |
| (b) in rural areas ?   |      |      |
| 4. What media do you suggest to make the present social education programme more effective   |      |      |
| (a) in towns and cities  |      |      |
| (b) in the rural community development areas ?   |      |      |
| 5. Should there be special training for women engaged in social education ?  | 61.4 |      |
| 6. Do you think the social education programme for women can succeed better as part of the community centres or separately as a part of the women's welfare movement ? | 26.8 | 37.2 |

### Section IX—Role of Voluntary Organisations

Some voluntary organisations have been providing shelter to women in distress and also arranging condensed and specialised courses for the benefit of those women who had given up education years ago at the primary or middle stage. In your opinion what efforts should be made to improve and extend this service ?

	Yes %	No %
1. Should such voluntary organisations be assisted by grants-in-aid from		
(a) Government of India ?	60.3	1.4
(b) State Governments ?	55.2	0.6
(c) Local bodies ?	47.2	1.7
2. What should be the basis of grants-in-aid to institutions for adult women		
(a) block grant ?	14.0	
(b) per capita grant ?	21.2	
(c) salary grant ?	20.1	
(d) specific purpose grant ?	19.9	
(e) proportionate grant ?	13.1	
(f) a combination of these ?	33.0	
3. For what objects and on what basis should non-recurring grants be given to such institutions e.g. buildings, equipment, etc. ?		
4. (a) Should the Government supervise and inspect the work of training institutions managed by voluntary organisations in receipt of a grant ?	64.6	0.9
(b) If not, what other agency would be most suitable for the purpose ?		
5. In what respects should the existing educational codes governing recognition and grant-in-aid be amended so as to encourage voluntary organisations in the field of women's education ?		
6. What should be the conditions of recognition for educational and training institutions run by voluntary organisations for		
(a) preparing candidates for public examinations ?	13.9	0.7
(b) conducting special courses of their own ?	11.2	0.9
(c) holding examinations and issuing certificates and diplomas ?	10.0	1.2
(d) granting equivalence by Government to certificates and diplomas referred to in (c) above ?	7.8	1.0
7. Should the condensed courses offered by voluntary organisations be		
(a) diversified to suit the requirements of various categories of women		
8 (i) those who can be prepared for middle examinations ?	44.3	1.7

	Yes %	No
(ii) those who can be prepared for secondary examination ?	42.4	1.1
(iii) those who can be prepared for vocational training either directly or after passing the middle examination ?	44.1	1.1
(b) if so, should Governments, Universities and Secondary Education Boards be asked to recognise these courses as equivalent to the corresponding courses for all or certain purposes ?	35.7	1.1
8. Since the service rendered by these voluntary organisations falls partly in the welfare and partly in the educational field, what measures would you suggest to co-ordinate the aid given by welfare and educational authorities ?		
9. (a) Are you in favour of organising associations of dedicated women who will devote their life to the education of women ?	55.7	2.1
(b) What special assistance would be necessary for such organisations e.g., adequate finance, training for programmes, recognition etc.		

#### Section X—Organisational and Administrative Measures

1. Should a special all India organization on the lines of the all India Elementary, Secondary and Technical Education Councils be set up to look after women's education ?	65.5	5.4
2. It has been suggested that there should be a special section in each Education Department or organisation for dealing with the education of women. Do you agree ?	66.4	4.7
3. Are both 1 and 2 necessary ?	50.4	4.2
4. If a special all India organisation is desirable should it be		
(a) an official organisation ?	15.9	3.7
(b) a non-official organisation ?	4.8	4.9
(c) mixed-official and non-official ?	46.3	2.3
5. Should such an all India organisation be composed of women only ?	18.0	26.3



	Yes %	No %
6. If non-official, should it be aided by Government for		
(a) all its work ?	24.0	2.8
(b) special purposes such as propaganda, establishment of schools, etc. ?	22.3	1.2
7. Do you think the basis of grants to girls' schools should be different from boys schools at		
(a) primary,	32.2	13.2
(b) middle,	36.1	10.4
(c) secondary, stages ?	41.9	8.9
8. (a) Should there be a separate inspecting agency for girls schools ?	60.0	9.6
(b) What should be the nature of this agency ?		

*Signature*

DESIGNATION

ADDRESS

DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
*Item No. 3*

## SURVEY OF GIRL'S AND WOMEN'S EDUCATION IN INDIA-- ANALYSIS OF REPLIES TO QUESTIONNAIRE

### *Introduction:*

The National Committee on Women's Education framed a questionnaire consisting of 204 questions and sub-questions on various aspects of women's education. It was issued to selected heads of primary schools, secondary schools, colleges, training institutes, voluntary organisations, education officials of the Central and State Governments, educational associations, vocational institutes, individual educationists, other administrations, Local bodies and other organisations. 6786 questionnaires (6549

questionnaires in English & 237 in Hindi) were issued in all and 100 questionnaires duly replied were received back by the Committee by 31 August, 1958.

*Replies Received State-Wise:*

1. Andhra . . . .	123
2. Assam . . . .	26
3. Bihar . . . .	43
4. Bombay . . . .	177
5. Delhi . . . .	39
6. Jammu and Kashmir . .	8
7. Himachal Pradesh . .	11
8. Kerala . . . .	39
9. Madras . . . .	78
10. Madhya Pradesh . .	54
11. Mysore . . . .	50
12. Manipur . . . .	9
13. Orissa . . . .	38
14. Punjab . . . .	21
15. Rajasthan . . . .	27
16. Tripura . . . .	16
17. West Bengal . . . .	57
18. Uttar Pradesh . . . .	87
19. Pondicherry and Andamans	7
20. Anonymous . . . .	92

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TOTAL . . . .	1002
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Out of these a representative sample of 117 questionnaires covering all States and all groups was chosen and analysed earlier. The remaining 885 questionnaires were divided into Statewise sub-groups and the analysis in respect of the various aspects is given hereunder.

It will not be out of place to mention in this connection that the inferences drawn from this detailed analysis are more or less the same that were drawn from the sample analysis done earlier. Most of the conclusions are non-controversial and inferences drawn unbiased. The

9. The result of our discussion in this and the preceding section is that both as an individual and as a member of society woman should be considered as an equal of man and a full partner in life and all facilities and opportunities should be offered to her to develop her individuality and become a real partner. And it is in the light of this basic approach and fundamental consideration that we have recommended in the relevant chapters that *girls as well as women should receive not only as good, varied and comprehensive a general education as boys and men but also suitable professional and vocational education such as would fully equip them for their duties both in the home as well as outside.*

10. **The Problem of Social Pattern**—We have said that a woman's individuality should be fully developed and that she should be given full opportunity to participate in the affairs of society. But a natural question arises at this point. What is the type of society in which we are sending out our women? What is the nature of this society and what are the basic problems that a modern woman will have to face in such a society? Because unless these questions are clearly answered we cannot give real content to our educational programmes nor can we determine the attitudes and approaches that we would like our women to develop. We have already referred earlier in this chapter to the historical forces that led to the emergence of modern society. What in our opinion are the fundamental characteristics of this society of today? In our view they are (i) Science and technology, (ii) Specialization and division of labour, (iii) Standardisation, (iv) Mechanisation, and (v) Centralisation. A little thought would show that the characteristics of modern society as given here logically follow one from the other. It is modern science and technology which has changed the very shape and organisation of our society. The big factories and workshops which are the distinguishing feature of the modern civilization would not have been possible but for modern science and technology and the specialisation and division of labour which science and technology have introduced. Uniform and standardised products and use of the big as also the small machine in different spheres of production and life—all this can be traced to this one basic factor, science and technology. With large scale production has naturally come centralisation of economic power, no matter with whom the power lies, whether with the few big capitalists or the State. All these features of modern society have converged in producing a certain approach to life. The emphasis of this approach has been on looking upon this wordly life and its enjoyment, its joys and sorrows as the ultimate end. The modern man (and woman also) is perhaps too engrossed in the material comforts and conveniences of this world. In the name of increasing the standard of life, which in fact is increasing the standard of expenditure only, he sees no end to the multiplication of these material comforts and conveniences. He has developed what is called a cent-per-cent materialist approach to life. As has been well said, we have lost the eye of our soul in keeping that of the body.

11. Now, this criticism of material comforts and conveniences should not be misunderstood. We are neither denying their need in this life nor are we by any implication suggesting that poverty is good or misery is by itself desirable. We are only referring to the approach, to the sense of values. And it is this approach, this sense of values that we are criticising. Today the spiritual and moral values of life are at a low ebb. Simplicity as opposed to ostentation has disappeared. Man has become a mere

views as expressed through the questionnaires on different aspects show that the conclusions Statewise, group-wise or country-wise do not differ much.

In respect of suggestions no frequency has been recorded because they were varying from individual to individual. Important suggestions have, however, been incorporated in this analysis.

## II. DIFFICULTIES IN THE WAY OF PROGRESS OF GIRLS' EDUCATION AT VARIOUS LEVELS

As can be seen from the response, most of the persons have shown a great deal of interest in answering questions in this section.

### *Pre-occupation of Girls in the Home:*

72 per cent of them as against 1.9 per cent subscribe to the view that parents are not willing to send their daughters to schools for they have to share work with their mothers in domestic chores & cannot therefore be spared. This view is also more or less unanimously held in all the States. The heads of secondary schools, training institutions, education officials, vocational institutes and other organisations feel the same way.

### *Early Marriage:*

That marriage becomes difficult for girls if it is postponed beyond a customary age has been advanced as the second most important reason for the low enrolment of girls. This view has been expressed by 60.8 per cent of the respondents as against 3.2 per cent. Most of the States also have graded this as the second important reason. The heads of the main groups *viz.*, secondary schools, training institutes, vocational institutes, educational officials and other organisations share the same view. 42.3 per cent. of the respondents however feel that parents would have no objection to getting their daughters educated till they reach the customary age of marriage.

### *Low Income:*

The low income of the parents is the next important reason as to why parents are unable to send their daughters to schools. This reason is more true at the secondary stage according to 60.5 per cent of the respondents. For enrolment at the middle stage, however, only 35.3 per cent respondents as against 4.7 per cent take this as a reason. The respondents do not, it appears, take this to be an important reason at the primary stage, perhaps because, education at this stage is generally free, though 18 per cent of them as against 10 per cent feel that way. In almost all the States, this is the prevailing view with which the heads of the major groups are also in agreement.

### *Clothing Difficulty:*

The fourth reason for low attendance of girls in schools according to 49.9 per cent of the respondents as against 8.3 per cent is the inability of parents to provide suitable clothes and other extras for their daughters. This reason has statewise and group-wise support.

### *Distance of Schools:*

A good number of girls cannot attend school because schools are situated at inconvenient distances. This also accounts for the poor percentage of girls' enrolment in the view of 45.8 per cent of the respondents. On 8.4 per cent of the respondents hold the opposite view. This reason has also been widely supported in all the States and by the major groups.

### *Separate Schools per Girls:*

The percentage of attendance at the secondary stage would have increased considerably if there had been separate schools for girls at this stage. This view is held by 42.6 per cent as against 3.9 per cent of the respondents. This is also the view obtaining in the States. 48.1 per cent of heads of secondary schools as against 5 per cent of them with the support of other major groups (48.1 per cent of training institutions against 2.4 per cent, 41.9 per cent against 3.7 per cent in the case of education officials, 43.6 per cent against 2.6 per cent of vocational institutes) agree with this.

### *Social Custom:*

Some people do not consider it respectable to send their daughters to school after maturity. This, therefore, affects enrolment in schools seriously. 42.6 per cent of the respondents as against 5.7 per cent of them subscribe to this view. This is the majority view in all the States which has also been seconded by all the major groups of respondents (46.9 per cent of secondary schools as against 8.8 per cent, 43.9 per cent of training institutes as against 3.7 per cent, 50 per cent of education officials as against 7.3 per cent and 33.3 per cent of other organisations as against 12.6 per cent of them).

### *Accommodation:*

Lack of satisfactory accommodation is also one reason for the poor enrolment of girls. This is the view held by 44.4 per cent of the respondents and is also shared by all the major groups among them. This view finds support in the States as well.

### *Usefulness of Subjects Taught:*

The subjects that are taught to girls in schools are not considered useful to them and so parents are not willing to send their daughters to schools. This is also responsible for the low percentage of girls' attendance according to 43.7 per cent of the respondents. This reason has good support in the States as well as among the important groups (48.1 per cent of the secondary schools as against 8.1 per cent, 42.7 per cent of the training institutions as against 4.9 per cent and 40.4 per cent of the education officials as against 7.3 per cent).

### *Advantages of Girls' Education:*

Parents do not see any advantage in getting their daughters educated according to 41.6 per cent of the respondents. This opinion which is true State-wise has been seconded by all the important groups of respondents. (41.9 per cent of secondary schools as against 10.6 per cent, 40.2 per cent of training institutes as against 6.1 per cent, 44.1 per cent of education officials as against 9.6 per cent).

### 1 Reasons:

That parents do not set store by girls' secondary education, that they are required to work to add to the family income, that there are not sufficient number of women teachers in schools, that there are generally women to look after girls in schools, that educated girls do not make housewives are the other less significant reasons put forward by respondents while analysing the difficulties in the way of progress of education.

Some of the respondents have pointed out some additional reasons for the low attendance of girls.

They think that the illiteracy of parents always is also responsible for it. Parents usually give preference to their sons in the matter of education with the result that girls are not sent to schools. Some others record that the parents have to invest more money on dowry for their daughters' marriages and so they are not prepared to spend much on their education. Some parents, as a few respondents have pointed out, feel that after marriage the girl has to look after the household affairs and this coming to them does not require any education.

### III. WASTAGE AND STAGNATION

From the large number of replies received, it is obvious that there is little recognition of the problem of wastage and stagnation.

#### *by Responsibilities and Pre-occupation in the Homes:*

This again according to 77.4% and 70.8% of the respondents, is the main reason for stagnation as well as wastage respectively in girls' education.

All the important groups—secondary school heads, training institutions, education officials, voluntary organisations, heads of vocational institutions commonly hold this view in all the states.

#### *Stagnation after a Certain Stage:*

About 49.1% as against 8.3% hold the view that education beyond a certain stage is not desirable for girls and this results in wastage.

#### *Unsuitability of Content of Education:*

Both at the middle and secondary stages the unsuitability of the content of education to the needs of girls, is considered a reason for their withdrawal from schools.

#### *Lack of Interest of Parents:*

Quite a large number of the respondents, 62.9% as against 5.1% feel that parents do not show sufficient interest in the school work of their daughters, leading to poor and indifferent work at school and failure afterwards.

#### *Lack of Suitable Interest. Educational Appliances, Poor Equipment, Incompetence of Teachers:*

All these according to 50.2%, 43.2% and 32.3% of the answers are some of the causes of stagnation.

In so far as the actual interest exhibited by girls themselves is concerned, a majority 22·3% as against 17·2% is of the view that girls are not indifferent to their studies.

*Over-crowding in schools, High Teacher-Pupil Ratio; Frustrated and Paid Teachers:*

All these have also been advanced as causes of wastage and stagnation.

*Suggestions:*

In order to meet these difficulties, some of the suggestions made are:

- (a) a wider choice of subjects of study;
- (b) a happier school atmosphere;
- (c) more teachers;
- (d) better pay and other amenities for teachers.

#### IV. CO-EDUCATION

*Primary Stage:*

The view is almost unanimously held that in the primary stage schools should be co-educational. 82·7% of the respondents feel this way with only 2·1% opposing. In all the States also there is agreement on the suggestion that there should be co-education at the primary stage. According to heads of Secondary schools, training institutions and education officials of the State Governments, co-education at the primary stage is necessary for increasing the enrolment of girls in schools.

*Middle Stage:*

In so far as co-education at the middle stage is concerned, opinion is more or less divided; 46·4% of the respondents are agreeable at this stage, whereas 24·2% are against. Also, the idea of co-education at the middle stage is not supported in all the States as definitely as co-education at the primary stage. Nevertheless, it will not be wrong to infer that co-education at the middle stage is adopted by the Government for increasing the enrolment, it will not meet with any group opposition. Heads of training institutions are equally divided on the question of co-education at the middle stage as 36·6% of them support co-education while 35·4% of them oppose it, while others do not express any opinion at all. Secondary school teachers, show more enthusiasm for co-education at this stage, as 43·1% of them support co-education, while 31·9% are against.

*Secondary Stage:*

At the secondary stage the majority view is that there should be co-education. While 18·2% of the respondents do not show any opinion on the question for co-education 45·7% of them are ranged against co-education at this stage. All States, except Kerala, do not favour co-education in secondary schools. The Secondary school teachers, too, mostly hold the same view. While 12·5% of the Secondary school teachers who respond support co-education, 56·9% of them oppose it. According to heads of training institutions also co-education at the secondary stage is not desirable. 43·9% of them are of this view and only 13·4% think that there should be no objection to co-education at this stage. The response from

50% of answers from education officials of the various State Governments discourages co-education at the secondary stage, only 11·8% of them think otherwise. According to voluntary organisations engaged in different nation-building activities, co-education at the secondary stage may not be encouraged. Whereas 23% of them are not opposed to the idea, 41·4% of them are definitely of the view that Co-education at this stage will be harmful to girls.

### *Trend:*

The trend is, therefore, clear. There is no objection to co-education at the primary stage, there will not be much objection to co-education at the middle stage, but there is strong opposition to co-education at the secondary stage.

In surveying the difficulties for implementing co-education at various stages some of the respondents state that co-education will adversely affect the moral and cultural development of girls. By the time girls reach the secondary stage the problem of sex will assume importance. During the adolescent period it may not be desirable that boys and girls should mix freely. Even for the primary and middle stages some of the respondents feel that girls should not be sent to mixed institutions. Some of the parents, of course, do not have any objection to co-education at any stage if only they had the money to educate their girls.

### *Separate Shifts for Boys and Girls:*

The respondents generally feel that there should not be separate shifts for boys and girls in primary schools. Whereas 35·1% of the respondents feel that in primary schools girls and boys should have common classes, only 8·3% seem to favour separate shifts. According to secondary schools there is no need of separate shifts for boys and girls. This view is also supported by the heads of training institutions. They also do not find any strong reason for having separate shifts for boys and girls in primary schools. The education officials of the various State Governments also find it unnecessary to have separate shifts for boys and girls at the primary stage.

As far as the shift system for boys and girls in middle schools is concerned, the opinion is evenly divided. Whereas 26·5% of the respondents feel that there should be separate shifts for boys and girls in middle schools, 22·9% do not find it necessary. Andhra, Assam, Manipur, Mysore and Madras feel that there need not be separate shifts in middle schools. Bombay, Rajasthan, and West Bengal hold a balanced view. They seem to have no objection to a separate shift in middle schools while other States want separate shifts.

So far as the suggestion for having separate shifts for boys and girls in secondary schools is concerned, 40·7% of the respondents feel that there should be separate shift while 12% oppose this view. Andhra, Bombay, Bihar, Delhi, Assam, Himachal Pradesh, Manipur, Tripura, Punjab, West Bengal, Mysore, Madras—in fact all States—oppose the idea of combined shifts for boys and girls in secondary schools. The heads of secondary schools, of the training institutions, the educational officials, and the voluntary organisations also oppose combined shifts for boys and girls in secondary schools.



The idea of having separate shifts for boys and girls in Vocational schools has been supported by 48.1% of the respondents with 10.6% of them against the idea. All the important groups of the respondents, whether secondary school teachers, heads of training institutions, or education officials, do not object to the idea of having separate shifts for boys and girls in vocational schools.

#### *Appointment of School Mothers:*

Appointment of school mothers to look after the welfare of girls during school-hours as a means of encouraging enrolment of girls in schools has not been welcomed unanimously by the respondents; though 46.6% of them are in favour of the idea only 13.8% of them do not feel it will help. It is possible that the function of the school mothers may not have been clearly understood by a number of respondents who have not expressed any opinion in this respect. No State has shown any strong opposition to the idea of appointing school mothers in mixed schools. Bombay, Bihar and Uttar Pradesh however, have welcomed the suggestion. The heads of secondary schools and training institutions and education officials of the State Governments think that the proposal will be helpful.

#### *Appointment of Women Teachers in Mixed Schools:*

71.7% as against 4% of the respondents feel that it is absolutely necessary that more and more women teachers should be appointed at the primary stage, 61.5% of the respondents consider it important that women teachers should be appointed in middle schools, 57.5% feel the necessity of appointing more women teachers in secondary schools. That primary schools should have more women teachers is the almost unanimous view of all the States. They have no doubt that at all stages there should be more and more women teachers. The heads of secondary schools are also of the opinion that more women teachers should be appointed in primary, middle and secondary schools. 70.7% of the heads of training institutes plead for more women teachers at the primary stage, 58.5% ask for appointment of women teachers at the middle stage and 51.2% of them advocate the necessity of women teachers in secondary schools. Of the education officials of the various State Governments, 75% as against 4.4% feel that women teachers should be appointed in large numbers in primary schools. 61% against 4.4% feel it necessary that middle schools, should have more women teachers. 55.1% against 5.1% of them support the idea that Secondary schools should have more and more women teachers. According to voluntary organisations also more women teachers should be appointed in primary, middle and secondary schools.

#### *Special provision in Co-educational Institutions:*

No respondent has overlooked the idea of seeing to the special needs of girls in co-educational institutions. The necessity for separate retiring rooms, separate dressing rooms, cloak rooms, facilities for indoor and outdoor games, separate tiffin rooms and other amenities have all been suggested.

#### *Joint Recreational Activities:*

50.6% of the respondents feel that the authorities should arrange for the joint participation of boys and girls in recreational and cultural activities. They should have every facility under the able direction of

the school head to express themselves jointly in all extra-curricular activities. There should be effective leadership under able guidance for the organisation of various activities in the form of school functions, debates, seminars, speeches, other literary activities, staging of dramas, dances etc. They have not forgotten to stress the necessity of senior teachers, both women and men, constantly supervising the various activities of girls and boys in co-educational institutions.

### *Other Suggestions:*

Parents should always be taken into confidence and they should be given the opportunity of paying periodical visits to schools to know directly what is being done in schools. They should feel that their children are given the best training by responsible teachers and that they are in no way led astray by being sent to co-educational schools. Some of the respondents have rightly pointed out the necessity of paying special attention to the recruitment of heads of co-educational institutions. They should be people of intelligence, integrity and imagination and they should be in a position to instil confidence into parents on the utility of the type of education that is being imparted to students in their schools. A few of the respondents have also stressed the need for appointing wherever possible women heads in co-educational schools.

## V. CONTENT OF GIRLS' EDUCATION

Most of the respondents have taken interest in replying to questions in this Section.

### *Curriculum at the Primary Stage:*

79.4% of the respondents as against 5.5% hold the view that at this stage boys and girls should have the same curricula.

This view has strong support in all the States.

In the view of the heads of training institutions too, (82.9%) curricula should be the same at this stage. This has been supported by 80% of the secondary schools, 80.1% of the education officials and 80.5% of the other organisations engaged in educational activities.

### *Curriculum at the Middle Stage:*

The respondents are not so overwhelmingly in favour of having the same curricula for boys and girls at this stage. Even though 44.9% feel that there should be the same curricula 30.3% hold the opposite view. The view in states like the Punjab, Himachal Pradesh, Uttar Pradesh and Orissa tend to show that curricula should be different for girls at this stage—other States consider that boys and girls should have the same curriculum at the middle stage. 42.5% of the secondary schools as against 33.1% of them and 50% of training institutions as against 26.8% of them feel that there should be the same curriculum. A slender majority of education officials however, think that the curriculum should be different (32.3% want the same and 37.5% want a different one).

### *Curriculum at the Secondary Stage:*

52.2% of the respondents as against 14.4% suggest that curriculum should be different for boys and girls at this stage. Opinion in the State also is strong in this case. All States feel that there should be different curricula. 57.5% of the secondary schools as against 13.8 per cent 52.4% of the training institutions as against 12.4% 49.3% of the education officials as against 71.6% hold the same view.

### *Trend for Different Stages:*

The trend for all the three stages is therefore, very clear. There ought to be the same curriculum for boys and girls at the primary level. There need not be any notable difference of curriculum at the middle stage. There ought to be different curriculum at the secondary stage for girls.

### *Simplification of Courses at the Primary Stage:*

Many of the respondents have considered it appropriate not to express any opinion in this regard. Though 35.9% of them as against 10.8% rightly feel that courses should not be simplified at the primary stage most of the states do not consider it necessary to have simplified courses of study for girls at this stage. Bihar, Punjab and U.P. consider that even at this stage girls should have simplified courses of study, which is revealing. 38.1% of training institutions as against 8.5% feel that there is no case for simplifying courses of study at the primary level. Voluntary organisations also agree with this view. 49.4% are against simplification whereas only 9.2% are for it.

### *Simplification of Courses at the Middle Stage:*

29.8% of the respondents as against 18.6% feel that even at the middle stage there is no necessity to simplify courses of study. This view has been supported by most of the States. Bihar, Punjab and Uttar Pradesh, however, feel that for girls the courses of study should be simplified at this stage also. 33.1% of the secondary schools as against 17.5% feel that there is no case for simplifying the course at the middle level. This view is seconded by the training institutions also (31.7% as against 12.2%).

It is interesting, however, to note that the voluntary organisations engaged in educational activities feel that at the middle stage courses should be simplified for girls (44.8% as against 17.2%).

### *Subjects Taught versus Aptitudes at the Secondary Stage:*

61.4% of the respondents feel that some of the subjects taught to boys, are not suited to the aptitudes, interests and needs of girls and therefore, they have to be substituted by suitable subjects. This view has wide support in all the States and among the main groups of respondents. The opposition to this view is insignificant. 4.4% of the secondary schools are opposed when 67.5% support, 1.2% of training institutions are opposed when 61% support, 4.4% of education officials are opposed when 60.3% support. 4.6% of the voluntary organisations are opposed when 62.1% of them hold this view.

### *Subjects Suggested:*

Among the subjects considered suitable for girls, nursing, home-craft, some science, cottage industries, music and dance have been mentioned more frequently by many of the respondents. They want that girls should be taught such of the subjects which will give them a vocational bias.

## VI MEASURES TO PROMOTE GIRLS' EDUCATION

### *Scholarships and Stipends:*

73.6% of the respondents feel that girls of parents below a certain level of income should be given scholarships or stipends. There is no uniformity as to the level of income as listed by them. However, any of them consider Rs. 100 per mensem or Rs. 1000 per annum as a reasonable level of income. Girls of parents below this income should therefore be eligible for stipends or scholarships. All the States with slight variations are more or less unanimous in recommending this concession to girls of parents below this income. 75.6% of the heads of training institutions, 76.3% of the secondary schools, 81% of the voluntary organisations engaged in educational activities feel that such concessions to girls for prosecuting their studies are absolutely necessary.

60.1% of the respondents have expressed their opinion that girls of parents having more than a certain number of children should also be eligible for stipends and scholarships. The number again varies. But many seem to think that girls of parents having more than two or three children should get this concession, which view is shared by all the major groups of the respondents.

It is quite interesting to note the reaction of the respondents for extending the concessions to girls belonging to backward classes. The majority of them have refrained from expressing any opinion in this respect. But of the respondents 38.4% as against 4.6% hold strongly that such concessions should not be extended to girl students on the ground that they belong to backward class communities. The criterion for such concessions should be the economic capacity of the parents. This view is shared also by most of the States. Manipur, however, feels that the concession should be extended to girls belonging to the backward tribes. The important groups of the respondents hold the view that concessions should be given to financially backward girls. In respect of other conditions of eligibility for concession they do not express any strong views.

### *Items to be Covered:*

Suggestions made are that stipends or scholarships should cover supply of books, equipment, uniform, stationery, transport charges and similar expenses. Some of the respondents have suggested midday meals in this connection.

### *Amount of Stipend:*

As to a reasonable amount that should be given to girls as stipend at the primary, middle and secondary stages the respondents have been rather liberal in suggesting the amounts. Some of them suggest Rs. five,

Rs. ten, Rs. 15 per mensem; others suggest Rs. ten, Rs. 15, Rs. 20 per mensem; still others suggest Rs. 7.50, Rs. 15, Rs. 20, per mensem etc. It is therefore, difficult to mention any specific amount of stipends that should be given to girls at the various stages as the consensus of opinion differs. In suggesting the type of concessions that should be given for the education of girls, the respondents have been very liberal in their recommendations. Without going into the financial implications of the concessions which they recommend, 73.2% of them suggest exemption from tuition fees, 52.6% suggest supply of clothes, 66.4% advocate free supply of stationery, 64.1% advocate the provision of mid-day meals and 63.3% plead for providing transport facilities.

These concessions have all been more or less uniformly suggested by the various States. The important groups of respondents also hold the view that these concessions should be made available to girls as far as possible.

### *Legislative Measures:*

In suggesting Legislative measures for requiring parents to send their daughters to schools, the respondents have been rather cautious. 58.1% of them feel that the Government should adopt legislative measures to compel the parents to send their daughters to schools. There is wide support for this view in all the States, except perhaps West Bengal and Madras who appear not to be very enthusiastic, though they do not oppose legislative measures as such.

As to the extent of compulsion 42.1% suggest upto 11 years, whereas 34.6% suggest upto 14 years. 51.2% of the respondents feel that compulsion should apply to both rural and urban areas. The States also feel that way.

### *Measures for enforcing Compulsion as suggested by the Respondents:*

1. The compulsory laws enacted by the Government should be enforced.

2. Where necessary legislation should be altered so as to make compulsory enrolment a success. Some suggestions in this respect are:

- (a) Heads of schools should be given powers to file law suits against parents who are unwilling to send their daughters to schools.
- (b) District education officials should be empowered to impose fines on unwilling parents.
- (c) Proper authority should be invested with local administrative heads to bring to book parents who are unwilling to send their daughters to schools.
- (d) The task of enforcing compulsion should rest with panchayats of the villages.

3. Attendance conductors should be appointed to go to houses in their respective charges to check if girls have been sent to schools.

13. The Indian Background—So far we have discussed the changes that are coming over modern society in general. We propose to give in this section a very brief account of the Indian background in particular.

The Indian Renaissance that began in early 19th century was as much an inherent positive national urge for freedom as a reaction and challenge to the circumstances of a foreign rule. It was also an expression of the impact that modern ideas of freedom and equality developed in the West produced on the Indian mind.

In this Indian Renaissance in its many-sided aspects, social, political and economic, revolutionary and constitutional, women of this country walked hand in hand with men and their part in our freedom struggle is one of the glories of not only Indian history but the history of the whole world. The emancipation of women has been a very important programme of social reform in India for the last hundred and fifty years and all the Indian reformers of this period have emphasised the great significance of the status of women in society. This approach to women and her status was in line with the best traditions of our ancient culture.

14. Though this Renaissance started in the socio-religious field, it soon became not only all-pervasive in its scope but also deep and intense in its inner consciousness. From the point of view of its comprehensiveness it grew to become a mass movement and touched all aspects and problems of national life including not only political, economic, social and religious, but also those pertaining to backward and tribal classes and communities. The Indian Renaissance affected men as well as women. Nationally the most pronounced expression of Indian Renaissance was, however, the political struggle that the Nation carried out under the unique leadership of Mahatma Gandhi. We struggled against the foreign rule and marched from victory to victory under Gandhiji's magnificent

4. A special officer with full complement of subordinate staff should be appointed to see to enrolment of girls in the age group 6-11 for every circular area of two miles radius. This officer must belong to the education department and should be vested with magisterial powers of imposing fines etc. on unwilling parents.

5. Better and augmented inspectorate should be put in charge of enrolment. This inspectorate should record the number of children, age and the schools where they attend from time to time by paying regular visits to their homes during school hours. These names should be checked with the names given in the school attendance register.

6. The steps that the Government take for the introduction of compulsory enrolment should give the impression that punishment will follow if the law of compulsion is broken.

7. The local members of legislative assemblies should be requested to assist the different agencies in enforcing the laws of compulsion.

### *Measures for Inducing Compulsion:*

Measures for inducement are more effective than enforcement according to a number of respondents.

1. *Gram-Sevikas* may be asked to convince parents of the necessity of sending their daughters to schools.

2. There should be wider contact with parents of children.

3. There should be more schools and more women teachers in schools.

4. Education of parents is an effective solution to encourage enrolment.

5. The Government machinery should be properly geared to do propaganda for the introduction of compulsion.

6. Suitable machinery should be set up for education of public opinion in the matter.

7. Facilities obtaining in schools should be made satisfactory before guardians are asked to send their daughters to schools.

8. Persuasive rather than coercive measures should be taken for enforcement of compulsory enrolment.

9. To make compulsory enrolment a success scholarships should be given to the poor on a liberal basis.

10. To promote women's education, the education of adult women should receive priority.

11. House to house visits for encouragement of enrolment is necessary.

12. Rather than compulsion, vigorous expansion of girls education at the primary stage is what is necessary.

13. Before enforcing compulsion the Government should be sure that the majority of the people of the area are convinced of the utility of girls' education and are in a position to send their daughters to schools.

According to some respondents, there should be no compulsion. Parents themselves should realise the need for educating their children.

### *Child Marriage Act:*

46.7% of the respondents feel that the enforcement of the Child Marriage Act will encourage parents to educate girls more willingly.

### *Propaganda:*

An overwhelming majority of the respondents (74.7% against 2.3%) think that special propaganda should be undertaken regarding the need for educating girls. 63.2% of the respondents in this connection have advocated Women's Education Day/Week throughout the country. 56.5% have suggested organisation of women's rallies. 58.5% have suggested itinerant propaganda parties and 55.2% have stressed the need for having special posters. All these methods of propaganda have been advocated by most of the States. The different groups of respondents also feel that way. Documentary films showing the necessity of girls' education have been advocated by a number of respondents.

## VII. VOCATIONAL EDUCATION

### *Vocations Suitable for Women:*

The following vocations have been suggested for women—spinning, weaving, needle-work, nursing, mid-wifery, knitting, health visiting, ambar charka spinning, clerical jobs, typing, accounting, laboratory assistance and attendance, gram-sevikas' duties, journalism, radio announcing, librarianship, paper-making, making of dolls, etc. The above are some of the types of work considered suitable for women in the context of national development. Nevertheless, some of the respondents feel that the best work that a woman can do is to create a happy home and no woman should be engaged in full time jobs.

### *Reservation of Occupations:*

Most of the respondents (62%) feel that certain occupations should be reserved for women. This view finds strong support in all the States. The occupations suggested for reservation are nursing, teaching, handicrafts and domestic-crafts. This reservation is best done by educating public opinion according to 43.4% of the respondents. Legislative and executive action should also be resorted to in the view of 23.7% of the respondents as against 9.7% who are opposed, and 25.5% as against 5.1% respectively. In all States there is support for the idea that reservation of certain occupations for women should be made by legislation or by executive action and by education of public opinion.

### *Separate Training Institutions:*

57.3% of the respondents have recommended separate institutions for training women in different occupations. 33.3% of the respondents feel that seats should be reserved for women in mixed institutions.

73.1% of the respondents feel that special secretarial training courses should be started for girls in typing, book-keeping, stenography, filing etc. at the secondary stage. This view finds support in all the States and gets support from all the important groups of respondents.



63.9% of the respondents are in favour of Government Departments or Enterprises estimating well in advance the number of vacancies available to women so that training institutions may make necessary efforts to train the requisite number.

#### *Employment Exchanges:*

One suggestion as to how employment exchanges should help women to secure employment is that more women staff should be appointed at the employment bureaux and exchanges. The employment exchanges should also give vocational advise and help in placement. The employment exchanges should keep the training institutions in touch with the employment situation in the market.

57% of the respondents feel that there is need for a separate organisation for giving vocational guidance to girls at middle and high schools stage.

A considerable section of the respondent feel that the training institutions should themselves act as employment agencies for women trainees.

### VIII. PROVISION OF WOMEN TEACHERS

#### *Trainees:*

61% of the respondents feel that campaigns should be organised for recruiting and training women as teachers from among inmates of various voluntary organisations.

53.2% of them feel that women who have already relatives with jobs in rural areas should be taken up for training. These two proposals have been supported by States and all groups of respondents.

58% of the respondents as against 3.2% feel that girls who are willing to take up teaching should be given stipends in middle schools.

That girls who want to become teachers should be given free secondary education is also a view put forwarded by some respondents.

A large number of respondents feel that training institutions for women should have pre-training sections attached to them to which women at all educational levels may be admitted to prepare them for admission to training institutions. All States agree with this view. So also the important groups.

#### *Measures for Better Training Facilities:*

In suggesting various measures for providing better facilities to women undergoing training, 77.5% feel that additional training institutions for women teachers should be started in rural areas so that women will not have to go far away from their home towns to undergo training.

77.1% of the respondents want that they should be given stipends to cover all living expenses.

68.2% feel that all women trainees should be given exemption from tuition fee.

72.5% of them want that provision should be made for the free c and education of the children of the women trainees.

66.6% of the respondents feel that hostel accommodation should given to children of women trainees.

59.1% of them suggest that Government should encourage part-ti training courses also for women.

That the women trainees should be provided with satisfactory host accommodation is the view expressed by 71.3% of the respondents.

#### *Service Conditions:*

In suggesting various measures for providing better service condition for women, 75.9% suggest free or cheap housing accommodation, 74.4% free primary and secondary education to children of women teacher 60.9% wish to have free hostel accommodation for children of wome teachers working in rural areas. That women should be given maternity leave, and also benefits of pension and bonus whether they are working in Government or private schools, is the view expressed by most of the respondents. That these facilities should be given to women teachers has been stressed by the States and different groups.

#### *Other Suggestions:*

That women, who have somehow managed to pass the Secondary or High School Examination, but have obtained only low marks in certain subjects, should be placed in special classes for three to six months and then admitted in regular training institutions, is a suggestion made by one respondent. That women teachers employed in high schools should be encouraged to participate in dramatic and stage plays, is another view expressed by another respondent.

Still another respondent suggests that training institutions should be evenly distributed district-wise and should be residential as far as possible.

There is also one suggestion that the school and hospital authorities must jointly construct small houses in rural areas for all women teachers and social workers.

### IX. EDUCATION OF ADULT WOMEN

#### *Special Courses for Adult Women:*

That both Government and Voluntary Organisations should conduct special courses for adult women for enabling them to appear privately for middle and secondary school examinations, is the view expressed by some of the respondents. It is significant to note that many have not cared to consider this aspect. Those who have responded are in favour of Government and voluntary organisations organising such courses. The respondents suggest that in order to bring in more women to institutions providing instruction for special courses, stipends, concessions, transport facilities, creches for their children, hostel arrangements and other facilities should be given. The respondents in all the States favour these ideas, though none of them seems to have thought of the financial implications involved therein.

73% of the respondents hold the view that Secondary Education boards should accord permission to adult women for appearing privately their examinations.

56.7% recommend that adult women appearing privately for such examinations be given fee concessions, 60.9% of them feel that there could be more convenient centres for holding such examinations.

Some are also of the view that universities should extend the same facilities to women wanting to appear for their examinations privately. In States and the main groups of respondents have no serious objection to this.

#### *Suggestion for the Education of Adult Women:*

Regular day schools or night schools may be opened in rural areas to teach adult women regional languages. Adult schools should be organised on sound lines to educate adult women.

Women Social Welfare Officers should be appointed in selected areas and they should be able to organise small discussions in villages. Suggestions for establishing itinerant schools have also been made by some of the respondents.

It has also been suggested that evening schools in school premises could be started for the education of adult women. As another respondent puts it, night classes for working women are necessary.

According to another, voluntary effort should be organised for educating adult women.

Bombay has a practical suggestion to make in this respect: the appointment of retired primary teachers on half-pay to work four hours a day for educating adult women.

It has been suggested by many that the time and place of training should be convenient to the trainees.

Other suggestions are that:—

Special text-books for the use of adult women should be prepared. Well-paid and sincere women teachers should, as far as possible, be appointed to teach adult women.

In rural areas teachers should be trained for special purposes.

Harvest time is a busy time and therefore, summer schools should be started in such areas.

Private organisations should also be encouraged to start adult classes wherever feasible and necessary.

#### *Social Education for Women:*

53.3% of the respondents feel that there is justification for a separate social education programme for women as distinguished from that of men. They also think that this programme will succeed better as part of the women's welfare movement rather than as part of the community centre.

### Content:

The content of such a programme should give special emphasis to subjects such as home science, child-care, special crafts like sewing, embroidery etc. In rural areas, where women work as agricultural workers, they should be taught better techniques of agriculture.

### Media and Methods:

The medium of instruction should always be the mother-tongue. The oral and the written word, audio-visual means, such as the radio, cinema etc., group discussions and other cultural functions like *kirtans*, *bhajan* etc. should be the methods.

The best agencies for undertaking the social education programme for women are the voluntary organisations.

So far as the rural areas are concerned, the best agency should be the Social Welfare Board with its central and local branches.

## X. ROLE OF VOLUNTARY ORGANISATIONS IN THE EDUCATION OF ADULT WOMEN—FINANCIAL ASSISTANCE

The need for giving financial assistance to voluntary organisations engaged in educational activities by the Government of India, the State Governments and local bodies is clearly felt.

60.3% of the replies want that Government of India should give financial assistance to voluntary organisations, whereas 55.2% would like the State Governments to be responsible.

A suggestion made is that in respect of the activities of voluntary organisations the Government of India should give financial assistance to all India organisations, while other organisations may be assisted by State Governments. Care should be taken to see that voluntary organisations should not depend upon local bodies in view of the fact that petty policies always prevail in local bodies.

### Grants-in-aid:

On the subject of grants-in-aid to institutions for the education of adult women none of the respondents has contributed any working formula or clear-cut view. They have stated merely that liberal grants should be given for buildings, equipment etc.

Some of them have stated that Government should pay 75% of the expenditure on buildings, equipment etc., whereas others feel that the assistance should be to the extent of 2/3rd of the expenditure incurred. Some have gone still further to state that for the successful implementation of educational programmes undertaken by voluntary organisations, Government should bear the expenditure in full. A respondent has suggested that Government should make advance payments for outstanding educational activities undertaken by voluntary organisations. Assisting agencies should adjust the methods of giving financial assistance to the type of institution that is to be assisted, because the needs and stability of different institutions differ considerably.

It has been suggested in one of the replies that a committee of experts would be appointed to look into the details of activities of the various voluntary organisations before prescribing the grants-in-aid code for eligibility of grants. Suitable modifications of existing codes governing grants-in-aid have been suggested by some of the respondents for encouraging the work of voluntary organisations in the field of women's education. There is also the suggestion that *ad hoc* grants should be encouraged as far as possible.

A few of the respondents are of the opinion that essential conditions for eligibility of grants should be prescribed by the Government and grants should be released only to such institutions which satisfy these conditions.

Government should ensure that voluntary organisations provide adequate physical facilities, standard qualifications of the teaching staff and adequate standards of examinations.

#### *Conditions of Recognition:*

None of the respondents has properly dealt with the conditions of recognition for educational and training institutions run by voluntary organisations. They have not suggested the requisite conditions for preparing candidates for public examinations or for conducting special courses of their own or for holding examinations and issuing certificates and diplomas or for granting equivalence by Government to certificates and diplomas issued by voluntary organisations after the successful completion of courses organised by them.

#### *Supervision and Inspection:*

The respondents (64.6% for none against) are of the view that Government should supervise and inspect the work of training institutions managed by voluntary organisations in receipt of grant from the Government. One suggestion is that the Government should entrust the Social Welfare Board with the responsibility of supervising and inspecting the work of training institutions managed by voluntary organisations, reserving to themselves the right of over-all supervision. The inspecting machinery should always satisfy itself that the educational institutions run by voluntary organisations are adequately staffed.

All the States feel that Government should supervise and inspect the education activities of the voluntary organisations. The heads of secondary schools, training institutions, education officials, vocational institutions and other organisations are all of the view that Government should supervise and inspect the work of training institutions managed by voluntary organisations.

#### *Condensed Courses:*

44.3% of the respondents feel that the condensed courses offered by voluntary organisations should be diversified to suit the requirements of the various categories of women. They feel that voluntary organisations should prepare adult women for middle and secondary school examinations. They should prepare women directly for vocational training as well as for taking up vocational education after continuation education. About

35.7% of the respondents feel that Governments, Universities and Secondary Education Boards should be asked to recognise the courses conducted by the voluntary organisations as equivalent to their corresponding courses. Though practically no respondent has opposed this suggestion many have kept silent on the question.

Some have suggested that, whereas voluntary organisations should continue the organisation of suitable condensed courses, the examining body should be Government. This will enable the voluntary organisations to widen their scope of activities.

One respondent feels that voluntary organisations must follow the syllabus finalised by the Government. While experimentation and originality should be encouraged, on no account should standards of courses be allowed to fall.

## XI. ORGANISATION AND ADMINISTRATIVE MEASURES

### *Need for an All-India Organisation:*

65.5 per cent. of the respondents as against 5.4 per cent. are of the view that an all-India organisation should be set up to look after women's education in the country. This view is supported more or less unanimously by all the States, the heads of secondary schools (65 per cent. as against 8.5 per cent), education officials (65.4 per cent. as against 8.1 per cent), heads of vocational institutions (65.7 per cent. with no opposition) and other organisations (71.3 per cent. as against 5.7 per cent).

### *Need for Special Sections in Education Departments:*

The suggestion that there should be a special section in each Education Department to deal with the education of women has been put forward by 66.4 per cent of the respondents. This suggestion has also been more or less unanimously advocated by all the States. It has also the support of the main groups of respondents i.e. secondary school teachers, heads of training institutions, education officials, heads of vocational institutions and other organisations.

The majority view of the respondents (46.3% as against 2.3%) is that the all-India organisation suggested to look after women's education should be composed of officials and non-officials. The view, that such an organisation should be composed of women only has not been favoured by the respondents. While 26.3 per cent of them oppose the idea, 18.6 per cent support it and the rest refrain from expressing any opinion. If any non-official organisation comes into being to look after women's education, it should be aided by the Government according to the respondents.

The respondents are of the view that the basis of grants to girls' schools should be different from that to boys' schools at all stages.

60% of the respondents as against 9.6% hold the view that there should be a separate inspecting agency for girls' schools. All the States have also, without any strong opposition supported the idea that there should be a separate inspecting agency for girls' schools. This view is also

upported by the main groups of respondents, *viz.*, the heads of secondary schools, the heads of training institutes, education officials, vocational institution heads and heads of voluntary organisations.

#### *Other Suggestions:*

It has been suggested that one inspectress should be available for every forty secondary schools. The view that there should be a separate woman officer in each State to look after women's education has been suggested by many respondents. According to one respondent the proposed all India council will have some value only if its recommendations will be accepted and implemented by the Central and State Governments. One of the respondents has categorically opposed the necessity to have a separate all-India organisation to look after women's education. The representatives of the Central Social Welfare Board could be on all-India bodies dealing with elementary education, secondary education, technical education etc. The work of the Central Social Welfare Board could be extended so as to enable it to give advice on the education of women and related problems.

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#### DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE:

##### *Item No. 4*

#### **WOMAN-POWER REQUIREMENTS—STUDY BY PLANNING COMMISSION**

On 31st May, 1958, the Chairman of the National Committee on Women's Education, Shrimati Durgabai Deshmukh, wrote to the Deputy Chairman of the Planning Commission asking for an estimate of the requirements of women personnel for implementing the developmental schemes under the Second Plan and the likely requirements for the Third Plan. The Directorate General of Resettlement and Employment was also requested to indicate employment opportunities for women with estimates of requirements including part-time employment.

The Planning Commission readily undertook to make this study in collaboration with the Directorate General of Resettlement and Employment as the problems were inter-related.

The first meeting of the Study Group of the Planning Commission was held on 11th June 1958 wherein the scope of the study and methods to be adopted were discussed. It was decided (i) the whole problem of demand and supply of trained women workers would be studied; (ii) the position in regard to trained women workers would be studied under three categories—those requiring elementary education, secondary education and education above secondary level; (iii) estimates of requirements would be made in relation to two types of occupations those for which women were specially suited by aptitude and those in which they may supply a proportion of the working personnel; (iv) requirements will be estimated separately for the Second and Third Plans. In regard to the Third Plan the basis might be recent trends and the changes that might occur in them in the next few years.

A summary of the consolidated material giving the estimated woman power requirements is given below:

*Estimated Work-Power Requirements at a Glance*

	Second Plan	Third Plan	Total
<b>1. Education</b>			
(1) Primary . . . . .	69,900	2,52,400	3,22,3
(2) Middle . . . . .	20,000	25,500	45,5
(3) Secondary . . . . .	11,400	15,000	26,4
(4) Other Categories . . . . .	5,359	8,721	14,0
TOTAL . . . . .	1,06,659	3,01,621	4,08,28
<b>2. Health</b>			
(1) Doctors . . . . .	5,350	4,650	10,00
(2) Nurses . . . . .	20,800	15,800	36,60
(3) Midwives . . . . .	53,500	28,000	81,50
(4) Health Visitors . . . . .	4,245	..	4,245
(5) Pharmacists . . . . .	1,200	2,375	3,575
TOTAL . . . . .	85,095	50,825	1,35,920
3. Social Welfare . . . . .	29,000	1,02,000	1,31,000
4. Small-Scale Industries . . . . .	88,890	70,000	1,58,890
	GRAND TOTAL		8,34,090

**I. Education***Primary Teachers:*

In 1950-51 we had a total of 5,63,200 primary teachers of which 15.3% or 86,200 were women. In 1955-56 this number rose to 7,59,500 of which 16.9% or 1,28,600 were women. By 1960-61 it is expected that a total of 9,40,400 primary school teachers will be needed out of which 1,74,500 or 18.6% will be women. Hence the additional women teachers to be appointed will be 45,900 out of a total of 1,80,900 by 1960-61. If we take the demand as a result of replacement due to retirement, death etc. of teachers into consideration this figure will rise to 69,900. Thus by 1960-61 the additional anticipated demand of women teachers will be 69,900. The target will be to bring 83.64% of boys and 42.3% of girls i.e. 63.45% of children in the age group 6-11 to schools.

By 1965-66 it is estimated that there will be a total of 12,09,200 primary teachers out of which 20.2% or 2,44,300 will be women. This means the additional number of teachers to be appointed will be 2,68,800 of which 69,800 are to be women. This figure is according to the existing trend of expansion. But if we take into consideration the demand as a result of replacement due to retirement, death etc. of the teachers, the above figure will rise to 1,00,700; 30,900 being the replacement figure.



leadership. We suffered all the travails and tribulations and also experienced its glory. Ultimately we saw the dawn of freedom, a little more than a decade back. With coming of freedom came the great opportunity of giving form and content to our national aspirations, in which equality of status and opportunity for women occupied an important place. Based as it is on principles of Justice—social, economic and political; Liberty of thought, expression, belief, faith and worship; Equality of status and of opportunity; and Fraternity among all its citizens assuring the dignity of the individual and unity of the nation, our Constitution has underlined this equality between man and woman. Articles 15 (1), 16 (1) and 16 (2) respectively lay down that “the State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them” that, “there shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State” and that “no citizen shall on grounds only of religion, race, caste, sex, descent, place of birth, residence or any of them, be ineligible for, or discriminated against, in respect of any employment or office, under the State”. Thus our Constitution fully expresses the best and the highest aspirations of modern progressive social thought about which we have written in the foregoing pages.

**15. The Inherent Dangers of Transition**—Now here a problem arises. In a preceding section we have referred to the fact that modern society is passing through a crisis. What the nature of this crisis is, we have tried to explain. We have also attempted to indicate the right answer to it. We have in that connection emphasised the need for inculcating the moral and spiritual values of life. This need, becomes much greater from another point of view also. We have stated in the first two sections of this chapter how in the modern world forces of Justice, Equality and Freedom have grown. We have also seen them growing in India, and the success of our political struggle is just a mile-stone in the onward march of these forces. In this onward march, they have enveloped and are continuing to envelop every aspect of human life. They have disturbed old values and set patterns of behaviour. When there is a swing of the pendulum from one end to another the balance is disturbed and it takes some time to restore it. The same thing is happening with our society today. There is a swing of the social pendulum. Naturally the balance is disturbed in the stage of transition. And as the transition is not yet over the balance has not been restored. For want of this balance the ideas of social justice, economic equality, and political freedom have created certain aberrations and excesses. We find at times justice transgressing the limits of generosity and tolerance, equality refusing to recognise differences of ability and freedom taking the form of license. Similarly, too much obsession with rights might result in the neglect of duties and the urge to grow and expand may refuse to recognise the accepted patterns of behaviour. But, as said already, all this will happen to some extent as the price that has to be paid for the benefits of social transformations coming over society. These are the inherent risks and dangers of transition which have got to be faced.

**16.** But at times they frighten us and our attitude to social change becomes that of a sceptic. Against such an attitude we must safeguard ourselves because it is an attitude which not only does not help desirable social change but even comes in its way. It is a static and unprogressive

A target of an enrolment of 98·74% of the boys and 61·32% of the girls i.e. only 80·45% of the children in the age-group 6-11 can be achieved with this.

According to the recommendations of the Education Panel of the Planning Commission the main aim of which is that every child in the age-group 6-11 should get schooling facilities and the teacher-pupil ratio should be raised to 1·40 from 1·35 by 1965-66, it is estimated that the additional anticipated demand of women teachers will be 2,52,400; 38,900 being the demand as a result of replacement.

#### *Middle School Teachers:*

In 1950-51, the total number of middle school teachers was 1,33,600 of which 15·5% or 20,700 were women. By 1955-56 this figure had gone up to 1,85,100 out of which 17·4% or 32,200 were women. By 1960-61, it is expected that there will be a total of 2,37,500 middle school teachers of which 19·3% or 45,800 will be women. This means that 13,600 additional women teachers will have to be appointed. By 1965-66, it is estimated that a total of 2,98,600 teachers will have to be there for middle stage out of which 21·2% i.e. 63,300 will be women. If the demand as a result of replacement is taken into consideration alongwith this, the additional anticipated demand of women teachers will be 20,000 and 25,800 by the end of the Second and Third Plans respectively. It is assumed that the expansion of facilities at the middle stage will be according to the current trend of development. The teacher-pupil ratio for 1960-61 and 1965-66 are 1:23·5 and 1:24 respectively. These have been calculated on the basis of the existing trend. The target is to bring 33·8% of boys and 12·72% of girls i.e. 23·61% of the children in the age group 11-14 into school compared to 29·3% of boys and 9·52% of girls i.e. 19·74% of the children in 11-14 by the end of the Second Plan.

#### *High and Higher Secondary School Teachers:*

In 1950-51, the total number of secondary school teachers was 51,800 of which 15·5% i.e. 8,000 were women. In 1955-56, this number rose to 85,300 of which 17·4% or 14,800 were women.

By 1960-61, the total will be 1,16,900 of which 22,600 will be women. This means 7,800 additional women teachers will have to be recruited during the 2nd plan period. By 1965-66, it is estimated that the country should have 33,300 women teachers in secondary schools or in other words 10,700 additional women teachers will have to be appointed. If the figures for replacement are added along with this, the anticipated additional demand of women teachers will come to 11,400 and 15,000 by the end of the Second and Third Plans respectively.

#### *Shortage of Teachers:*

By 1960-61, it is anticipated that there will be a shortage of 26,300 trained women teachers for the primary stage, 4,600 for the middle stage and 2,300 for the secondary stage. Additional women teachers to be appointed during 1965-66 for the various stages are 1,00,700; 25,500 and 15,000. This means that 1,27,000 teachers will have to be trained for the primary stage; 30,100 for the middle stage; and 17,300 for the secondary stage during 1965-66. Or in other words, the total number of teachers to be trained for all stages taken together comes to 1,74,400. The output of trained women teachers during 1960-65 will be 1,55,880. Hence it is

anticipated that there will be a shortage of 18,520 trained women teachers in 1965-66. This is according to the existing trend of expansion. The position will be different if the Education Panel's Recommendations are to be implemented during the Third Plan. Then 2,52,400 women teachers will be needed for the primary stage alone. Hence for the primary stage 2,78,700 women teachers will have to be trained. The total number of women teachers to be trained during the Third Plan period for the various stages, therefore, comes to 3,26,100. Hence a shortage of 1,70,220 trained women teachers is anticipated in the year 1965-66. These estimates have been calculated on the assumption that the increase in training facilities for women teachers would be of the same order as in the Second Plan.

From the above, we have the anticipated additional demand of women teachers by the end of Second Plan as 69,900 for Primary, 20,000 for middle and 11,400 for secondary i.e. a total of 1,01,300 for the various stages taken together. The total of the anticipated additional demand of other categories of teachers (pre-primary, arts and crafts, physical training, fine arts, social education, college and universities) by 1960-61 is 5,359. Hence the anticipated additional demand of women teachers of all categories is 1,06,659 by the end of the Second Five-Year Plan. By the end of the Third Plan, 8,721 additional women teachers will be needed for other categories. Hence according to the existing trend of expansion it is estimated that the anticipated additional demand of women teachers for all categories will be 1,49,921 by the end of 3rd Plan whereas the estimate of the anticipated additional demand of women teachers for all categories according to the Education Panel's recommendations will be 3,01,621. The anticipated additional demand of women teachers for the two plan periods, therefore, comes to 4,08,280.

## 2. Health.

The various capacities in which women generally work in the health sector are doctors, nurses, midwives, health visitors and compounders.

### *Women Doctors:*

In 1955-56, the number of doctors in India was roughly 70,000 at the rate of one doctor per 5,400 population of which 7.2% or 5,000 were women. The estimated demand of women doctors at this time was 10% or 7,000 of the total. In 1960-61, it is estimated that the country will be needing a total of 10,350 (or 11.5%) women doctors. Hence the anticipated additional number of women doctors by the end of the Second Five-Year Plan is 5,350.

By 1965-66, the anticipated demand of women doctors is estimated to be 15,000 or 13% of the total number. This means the anticipated additional demand of women doctors by the end of third five year plan is 4,650. Thus in all the anticipated additional demand comes to 10,000 during the two plan periods.

In 1960-61, the number of doctors is estimated to be 83,000 (at the rate of one doctor per 4,600 population) of which 7,130 will be women. The anticipated shortage of women doctors in 1960-61, therefore, will be 3,220, the demand being 10,350. In 1965-66, the number of doctors is estimated to be 1,01,000 at the rate of one doctor for 3,800 population of which 10,640 will be women. The anticipated shortage of women doctors

in 1965-66 will be 4,360. These shortages cannot be met by men doctors since it is expected that there will be an overall shortage of 7,000 and 5,000 doctors in 1960-61 and 1965-66 respectively.

#### *Nurses:*

In 1955-56, the number of qualified nurses in India was 22,000. In 1957-58, this rose to 24,400. By 1960-61, it is estimated that the country will be needing 42,800 nurses. This means that 20,800 nurses are to be appointed during the Second Plan period or the anticipated additional demand of nurses by 1960-61 is 20,800. By 1965-66, the demand of nurses is estimated as 58,600 on the assumption of 320 nurses per thousand beds. That is, the additional number of nurses to be appointed during the third plan period is 15,800. The anticipated additional demand of nurses in all i.e. for the two plan periods is 36,600.

In 1960-61, the estimated supply of nurses, both qualified and student nurses inclusive, is 39,500 while the demand on the basis of 280 nurses per thousand beds is 42,800, thus resulting in a shortage of 3,300 nurses. By 1965-66, the estimated supply of nurses will be 57,200 while the demand is 58,600, thus creating a shortage of 1,400 nurses. Thus by the end of the Second Plan there will be an anticipated shortage of 3,300 nurses while this will be diminished to 1,400 by the end of the Third Plan.

#### *Midwives and Auxiliary Nurse Midwives:*

In 1956-57, we had a total of 28,500 midwives and auxiliary nurse midwives in the country. The estimated demand of midwives (one for 5,000 of population) in 1960-61 is 82,000. The additional number of midwives to be appointed during the Second Plan period is 53,500. By 1965-66, the country will be needing a total of 1,10,000 midwives and auxiliary nurse midwives, one for 4,000 of the population. This means the anticipated additional demand in 1965-66 is 28,000. Hence in all the anticipated additional demand of midwives comes to 81,500.

By 1960-61, it is estimated that there will be a total supply of 41,100 midwives and auxiliary nurse midwives while the estimated demand, as we have seen, is 82,000 thus creating a shortage of 40,900 midwives. The total supply position by the end of the Third Plan is estimated as 62,600 against a demand of 1,10,000. Hence the shortage is anticipated to be 47,400.

#### *Health Visitors:*

In 1955-56, the number of health visitors was 810. By 1960-61, the estimated demand of health visitors will be 5,055. The number of health visitors to be appointed during the Second Plan period is 4,245.

The total supply of health visitors is expected to be 1,974 by the end of the Second Plan thus resulting in a shortage of 3,081 health visitors. It is assumed that one health visitor will be needed in each one of the health centres.

#### *Pharmacists:*

The total number of pharmacists in 1955-56 was about 30,500 of which about 5 per cent. i.e. 1,525 were women. The estimated demand of women pharmacists at the time was 1,925. Hence the additional number to be recruited is 400. By 1965-66, the additional number of

women pharmacists to be appointed will be 2,375, which is expected to rise by 1,200 by 1965-66. Hence, the anticipated demand in all during the two plan periods is 3,575.

In 1955-56, the shortage of women pharmacists was 400. In 1960-61, it is expected that there will be a total of 1,590 women pharmacists. This means the shortage is expected to be 1,135. By 1965-66, the total supply will be 1,760 against a demand of 5,100. Thus the shortage of women pharmacists by the end of Third plan is 3,340. It is assumed that the estimated percentage of demand of women pharmacists to total demand of pharmacists during the years 1960-61 and 1965-66 is 5.5 and 8.0 respectively.

This shortage of women pharmacists is not likely to be met by male pharmacists since it is expected the overall shortage will be very high during the plan periods.

### 3. Social Welfare.

#### *Welfare Extension Project Programmes:*

For the old type of extension project the staff pattern is *Mukhya Sevika*, 5 *gram-Sevikas*, 5 *dais*, 5 craft instructors and 5 Balwadi teachers. Under the new type the pattern is somewhat different. It consists of one *mukhya sevika*, 8 *gram sevikas*, 5 *dais*, 2 craft instructors and 8 balwadi teachers part time. Under the third type, that is the projects undertaken by the Ministry of Community Development, the staff pattern is one social education officer, 4 Midwives and 2 *gram-Sevikas*.

Other programmes like social deference and juvenile delinquency necessitate the appointment of requisite staff in the certified schools like superintendent, social workers, accountant, matrons, teachers, P. T. instructor, music teachers, nurses, craft instructor, visiting medical officer, probation officer.

Social and moral hygie and after-care programmes require the same type of staff indicated above. Establishment of beggars, homes and workers' houses also necessitate most of the staff mentioned above together with wardens and adult education teachers.

By the end of the Second Plan it is estimated that the total number of women personnel under supervisory, institutional and field category will come to 1,445; 12,538, and 14,839 or about 29,000 in all. It is estimated that by the end of the Third Plan, these requirements will rise to 4,178; 37,342 and 60,186 or 1,02,000 in all.

### 4. Village and Small Scale Industries:

Large and medium industries are expected to provide for 73,386 women out of 9,48,360 by 1959. Small scale industries are expected to provide for 15,504 women out of 95,789 total personnel. Thus 88,890 women are expected to be in the industrial sector while the total personnel requirement as 10,44,149.

As regards the demand during the Third Plan period, it is likely to be higher than the estimate for the Second Plan period. Roughly it may be of the order of about 20,000 to 25,000. However, in case the shortage of technical requirements may be of the order of about 50,000 to 70,000.

*Note:*

It should be noted that the estimates of woman power requirements given in the fields of social welfare and in the industrial sector are broad estimates mainly because of existing inadequate and incomplete data regarding them.

2. The requirements under each sector are given in the table given earlier. The total woman power requirements for the two plan periods come to 8,34,090.

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DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
*Item No. 5*

**NOTE ON WOMEN'S EDUCATION—FIRST FIVE YEAR PLAN**

Everyone realises the significance of the problem of women's education in the special circumstances of our country today and the need for adopting special measures for solving it. The general purpose and objective of women's education cannot, of course, be different from the purpose and objective of men's education. There are, however, vital differences in the way in which this purpose has to be realised.

The main point of difference to be stressed is that there are particular spheres of life in which women have a distinctive role and in which they can make a special contribution. It is now universally recognised that in the management of the household, in bringing up children, in the field of social service, in nursing and midwifery, in teaching, especially in elementary schools, in certain crafts and industries like knitting, embroidery, etc., and in the field of fine arts, women have, by instinct, a better aptitude. This does not, however, mean that women should, whatever be their individual aptitudes and ambitions, be confined to these few spheres. They must have the same opportunities as men for taking to all kinds of work and this presupposes that they get equal educational facilities so that their entry into the professions and public services is in no way prejudiced.

In a programme of women's education the needs of different age-groups have always to be kept in view. These groups are: girls of the school-going age, *i.e.*, of the age-group 5–11; girls of the age-group 11–16 girls above this age who are married and have to look after their families; and unmarried girls above this age who have to learn some vocation and earn their livelihood. There is also the problem of the social education of women in general.

The task of arousing the consciousness of parents to the need of educating their children, particularly their daughters, should form an integral part of a campaign of social education. Organisation of parents teachers' associations would also go a long way towards the promotion and betterment of education in general and women's education in particular. Other organisations like the Bharat Sevak Samaj can undertake propaganda work in this connection.

Special facilities have to be provided for meeting the special needs of girls above the age of eleven who, owing to social and economic conditions, are not free to remain in schools even if they want to do so.

Methods should be found whereby such girls are given special facilities for prosecuting studies beyond the primary stage at home and are allowed to sit for the secondary school leaving certificate examination privately. This is one agency through which girls may be encouraged to pursue secondary education.

Another agency also may be thought of. There are many voluntary organisations which hold their own examinations and issue certificates and diplomas to those who are successful. Free scope should be given for such voluntary effort and Government may, wherever possible and necessary, recognise these diplomas and certificates and aid all approved voluntary organizations. We would like to emphasise the point that in the period of transition through which the country is passing in regard to education there should be the fullest scope for experimentation.

There are girl students who are unable, after the completion of the secondary course, to proceed to universities. All the same, they are interested in higher studies and can in their leisure moments pursue such studies and pass the normal university examinations. There are some universities which admit such private candidates for their examinations and we recommend this practice for adoption by others. Part-time schools and colleges, extension lectures, etc., are at present a common feature of educational organisations in most countries in the world and should also be organised in this country. The courses should be based on a harmonious combination of theory and practice.

The problem of women's education in India is above all the problem of the education of grown-up women. Generally, women cannot always be educated in the same continuous fashion as men. Unlike boys, girls are forced to suspend their studies in their early teens due to a variety of reasons and take up wider responsibilities of the home. Arrangements should, therefore, be made to facilitate resumption of studies by women at a time when they have leisure. While it is found necessary even in the most advanced countries of Europe and America to organise education for the middle-aged woman, it needs no argument to stress the importance of providing similar facilities in a country like ours. Social service organisations have to take up the cause of their education and conduct short-term courses for general education as well as for training in crafts.

As regards the content of women's education the point that has to be stressed is that, apart from the requirements of the different courses which they may take up, women should learn everything which will enable them to discharge these functions which, as has been observed in the introductory paragraphs, legitimately belong to their special sphere of life. The large majority of them will become mothers and have to bring up their children and manage their household in an economical and efficient manner.

There is also another aspect of the content of women's education for which special provision has to be made. It is one of the objectives of planning for women's education that at the secondary and even at the university stage it should have a vocational or occupational basis, as far as possible, so that those who complete such stages may be in a position, if necessary, to immediately take up some vocation or the other. The idea

of the bifurcation of secondary education is now widely accepted and what is stressed here is to give it extensive application especially in the case of girls. Here, there should be co-ordination between planning for women's education and planning for cottage industries. Giving a vocational bias to women's education is also of additional value in so far as their energies will be directed to productive channels and should appreciably add to the national income of the country.

In the organisation of women's education the Girl Guide Movement has an important part to play. The movement at the present day is restricted to urban centres and even there its activities are not wide-spread. They do not reach all the girls in the locality but are restricted only to those who attend regular schools. What is needed is that the movement should bring into its fold all the girls in the urban areas and it should extend the scope of its operation into rural areas also. As an agency of social education it is potentially strong and any planning for women's education must make the fullest use of it.

There are also the beginnings of women's welfare movement in the country. In this connection, the step taken by the Madras Government in constituting a separate women's welfare department, administering a comprehensive programme, both in rural and urban areas, with the help of trained social workers and a large number of voluntary workers, is significant. The results achieved by the department are worthy of emulation by other State Governments. The Government of Uttar Pradesh, it is understood, has already followed suit. The Ministry of Rehabilitation at the Centre and some of the departments of rehabilitation at the State-level have also set up special divisions to deal with the problems of displaced women. The fullest use should be made of these departments for spreading education among women.

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DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
Item No. 6

No. F-34-9/55. B-5

Government of India

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MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH

New Delhi-2, Dated the 2<sup>nd</sup> November, 1957

From

Dr. P. D. Shukla, M.A., Ph. D.,

Deputy Educational Adviser to the Government of India.

To

All States/Union Territories.

SUBJECT:—*Central Scheme of Assistance to States for Expansion of Girls' Education and Training of Women Teachers.*

Sir,

I am directed to refer to this Ministry letter of even number, dated 25th September, 1956, on the above subject. Your attention was drawn in that letter to the necessity of paying special attention to the education of girls and the training of women teachers and your suggestions and



comments were invited. On the basis of the replies received, which have generally been in accord with this Ministry's views, a scheme has been formulated for the purpose. This is given below:—

### (a) Elementary School Teachers

#### (1) *Provision of Free Accommodation*

This may be taken up for women teachers in rural areas in the first instance. If quarters are constructed, they should be planned on the most economical lines consistent with minimum decent requirements and the cost of construction of each quarter should be kept as low as possible, preferably within a ceiling of Rs. 2000-3000. Also, since the quarters are to be in rural areas, steel and cement should not be used for the purpose as far as possible. No rent should be charged from the teachers who are allotted this accommodation.

#### (2) *Appointment of School Mothers.*

This may also be taken up, preferably, in the rural areas in the first instance by appointing school mothers on an allowance of about Rs. 10-15 per mensem. Arrangements may be made for a short course of training of about a month's duration in the duties to be undertaken by them.

#### (3) *Special Courses.*

Organisation of condensed and special courses combining general education and teacher-training for adult women wishing to take up the teaching profession may be started. The duration of such courses may be from 2 to 4 years depending on the previous education of the trainees.

#### (4) *Stipends for Teachers.*

Stipends may be granted to women students for teacher-training courses at the under-graduate level sufficient to cover tuition and other fees, board, lodging, books and stationery.

#### (5) *Refresher Courses.*

Organisation of refresher courses for trained women who are prepared to take up employment as teachers or who are already in employment as teachers.

#### (6) *Stipends.*

Granting of stipends to cover tuition and other fees, books and stationery for girl students of classes VIII to X, provided the recipients undertake to take up teaching for a period of 5 years at least.

### (b) Elementary School Pupils

#### (i) *Attendance Scholarships.*

Payment of small Attendance Scholarships for girls, whose parents apply for it, in all elementary schools, except public schools, of about the undernoted value per pupil per month, but made preferably in kind, such as, clothes or mid-day meals, or books, etc. :—

Classes	1 and 2	Rs. 0.50 nP
„	3 and 4	Rs. 1.00 nP
„	5 and 6	Rs. 1.50 nP
„	7 and 8	Rs. 2.00 nP

### .) *Exemption from Tuition Fees*

1. Exemption from tuition fees for girl students in all elementary schools, except public schools.

2. The above scheme is the second part of the scheme on the above-noted subject and in addition to the first part already sent to you for implementation, *vide* this Ministry letter No. F-48-2/56. B-5. dated 16th January, 1957. The first part did not involve any financial expenditure and it is hoped that your State Government has already undertaken necessary steps to implement the programme suggested therein in accordance with the conditions prevailing in your State.

3. As you are already aware, the Central assistance for the present scheme will be available to the extent of 75 per cent. of the expenditure involved. This was intimated to you, *vide* this Ministry letter No. F-44/C.U., dated 5th February, 1957, wherein the pattern of Central assistance during the Second plan period was indicated.

4. The budget provision for the scheme for the current financial year Rs. 25 lakhs and this sum is being allocated through this letter to the different States on the basis of the number of girls between the ages 6—14 not attending schools. These allocations have been made with a view to informing you about the funds likely to be made available this year to your State for this scheme. Provided you are in a position to find your share of the cost of the scheme for this year and give an assurance that funds for the scheme would be forthcoming in the subsequent years of the Plan, you may go ahead with the implementation of the scheme in your State within the framework indicated above. It should further be understood that the total financial assistance expected from the Central Government does not exceed the allocation made in this letter. The gradual release of funds will be made as soon as detailed proposals for the purpose are received from you by the Ministry. To enable us to process your proposals, and sanction your share of the Central assistance well in time within the current financial year, it is requested that your proposals may kindly be sent to this Ministry as soon as possible, preferably before 15th December, 1957. It is, however, not necessary for you to await the receipt of money from the Central Government for the current year before you start the implementation of the proposals in your State; for, unfortunately, we have already lost more than a year for this important scheme.

5. The allocations are somewhat approximate because the exact information about the number of girls of the ages 6—14 outside the school in some of the States, particularly those which were recently reorganized, was not available in the Ministry. If, therefore, the allocations made to any State Government on the suggested basis are too small, the same would be considered for increase, provided funds are available and provided exact information required for this is supplied by the State concerned.

6. On the above basis and the conditions indicated therein, the Central contribution for this scheme for your State for this year is Rs.

This represents 75 per cent of the total expenditure which may be incurred on the scheme by your State Government and indicates approximate the amount which you can expect from the Central Government this year. The balance, which is 25 per cent of the total expenditure, has to be provided by the State Government by additional resources or by internal adjustment in the Plan.

7. As you are aware, the funds available for this scheme for the Plan period are about Rs. 250 lakhs. Normally, therefore, a larger provision than that available this year may be expected in subsequent years although the present financial stringency has also to be taken into account. No specific indication regarding the amount available can be given at this stage but it will be helpful if the State Governments could draw up their plans under the scheme for the entire Second Plan period. It may be added that those State Governments, which can develop the work faster, can expect more amounts as Central assistance on the accepted sharing basis if the same are available out of savings from those allocated to other States in the respective years.

8. The Government of India would advise that the implementation of the sub-schemes should be taken up by the State Governments in order of priority as indicated above. If, however, the conditions in any State necessitate any adjustment, the same will be permissible and the circumstances necessitating such an adjustment should be explained in the proposals when they are sent to the Government of India.

9. It is requested again that the detailed proposals as required in paragraph 4 above may kindly be sent to the Government of India within the time suggested there.

Yours faithfully,

Sd./-

(P. D. SHUKLA),

Deputy Educational Adviser.

No. F. 34-9/55. B-5/D.E.'s by name. (All State and Union Territories)

(By order)

Sd./-

(P. D. SHUKLA),

Deputy Educational Adviser.

Copy of letter No. F.48-2/56-B.1 dated the 16th January, 1957 from the Ministry of Education to all Education Secretaries of all State Governments.

SUBJECT.—*Central scheme for Expansion of Girls' Education and Training of Women Teachers.*

I am directed to address this letter to you with reference to Dr. Shukla's D.O. letter No. F.34-9/55-B.1 dated the 25th September, 1956. On the basis of a number of valuable suggestions and comments received in the Ministry, it has been decided to break the above scheme in two parts: that which involves substantial finance, and that which could be taken up without much financial expenditure. The present letter covers the latter part of the scheme and another will follow to cover the other parts.

17. **The Duties and Responsibilities of Freedom**—It is with this background of respect for ultimate moral and spiritual values of life that we should approach the duties and responsibilities which freedom has brought to us. It is in this spirit that we have to give to our constitutional provisions a meaning, a content, and a form. They must express themselves in the day to day life of the people to the largest possible extent and should not remain as mere pious hopes. This is the challenge of freedom and the responsibility that a free and democratic people have to shoulder. It provides a clarion call to our people to strive and work hard for the fulfilment of these noble ends. For it is only through selfless work that anything worthwhile and great is achieved. "And we shall have to work without fear and hatred, and not succumb" either "to a narrow nationalism which is out of place in a world of today" or to "evils of religious conflict and bigotry, of provincialism, linguism and casteism". "We have accepted in India as our objective a socialist pattern of society. That means not only an economic organisation but something deeper than that, which involves a way of thinking and living. The acquisitive society, whose chief aim is profit-making, not only brings petty conflict in its train, re- of modern man of social justice". This is the new society for which we of modern man of social justice". This is the new society for which we have to work. Our young men and women have to be prepared for it. How else can this preparation take place except through education? This is the great social end that education in India, in fact the whole world, must keep before it. In examining the problems of women's education in its various stages and aspects—professional and vocational and relating to adult women—this is the ultimate basic approach and the fundamental consideration that has moved and inspired us. The destiny of a nation is moulded and fashioned through its educational process and in this the education of women has a strategic importance. It is hoped that the people and the Government would see far ahead and realise the stakes that education of women in India involves.

The note enclosed herewith reiterates and delineates further several such items; I am to express the hope that many of the State Governments are already implementing several of these ideas in appreciation of an urgent need to initiate all possible steps to expand education of girls in the country.

As stated above, the steps suggested in the enclosed note would not require much finance; yet if any financial assistance is required from the Government of India, the same could be secured on the agreed basis if the programme is included in the developmental plans of the State.

It is requested that this Ministry may kindly be informed about the steps taken to implement the suggested programme and progress of the achievements made.

Sd./-

(MISS RAJAN)

for Secretary.

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**SOME SUGGESTIONS FOR EXPANDING FACILITIES FOR GIRLS' EDUCATION AND WOMEN TEACHERS AT ELEMENTARY LEVEL IN THE SECOND FIVE YEAR PLAN—INEMS NOT NEEDING MUCH FINANCE IMMEDIATELY.**

**1. *Raising of the maximum age of recruitment for Women Teachers to about 40—45 years***

A majority of educated and even trained young women marry at an age generally below the maximum laid down for recruitment in most States, and in taking up family responsibilities and looking after young children they are lost to the profession for the time being. At a later period when they are free from such cares or are obliged to supplement the family income or maintain themselves for any reason, opportunity may be given to them to take to professions like teaching. Being by that time more mature, they would also create greater confidence in the community and could be trained to do very useful work.

At the same time special care should be exercised in making a selection, as, in middle age there is the danger of such persons being addicted to set ways and being unable to accept new ideas, besides any sense of frustration they might be suffering from. However, this is a situation which cannot be entirely eliminated even when recruitment takes place fairly early in life. The provision of a short refresher course in teaching of about six months or for a longer period, for those who have not had such training previously would, to some extent, be helpful in overcoming these difficulties. The kind of institutions in which such training could be organised would naturally depend upon the circumstances of each State. But it could be in any existing Teachers Training Institution for Women, in a wing attached to a Teachers' Training Institution for Men, or in new Training Centres organised for the purpose.

**2. *Relaxation of educational qualifications for Women Teachers***

Undoubtedly, the State Governments like the Central Government are most anxious to raise the already low standards of education at the elementary level. It has been repeatedly suggested by the C.A.B.E. etc. that

the minimum qualifications for primary school teachers should be Matriculation/Higher Secondary or Post-Basic with training. However, in many States in the country this remains still only a partially achieved aim and in effect there is a certain amount of relaxation of qualifications in order to secure the requisite number of teachers with the funds available. It is suggested that this relaxation may be used more in favour of women teachers to an extent which may be determined at the discretion of the particular State Government. It may be worthwhile to set for this relaxation a time limit so that it does not tend to become a permanent feature.

### *3. Relaxation of rules so as to permit part-time employment of women Teachers*

It will be appreciated that most women have the task of looking after the home and as such are able to spare only a few hours for working outside the home. It should be possible to provide part-time employment in schools for such women particularly if they are already trained or possess such experience as could be made use of in subjects like cooking, needle work, decoration, art, music, dance, child care, hygiene, languages, story-telling etc. By providing such facilities not only would individuals be benefited by whatever part-time earnings they could secure but the schools could also receive useful services at less cost.

### *4. Preference to Women teachers*

In appointments as teachers it is generally an accepted fact that at the primary stage, from the education point of view, women teachers are to be preferred both for boys and girls, to give them the necessary assurance of the continuity between home and school. Where for economic and other reasons co-education is necessary, women teachers again, are to be preferred particularly in a country like ours where there is still a reluctance on the part of parents to permit free association of boys and girls even at a young age. In the selection of teachers for primary schools, therefore, it would seem a good idea if women teachers are picked out dropping, if necessary, intervening men candidates.

### *5. Preference to Married Men Teachers whose wives have received some education*

Apart from the fact that a married man teacher would inspire greater confidence the idea of the wife being employed as an additional teacher or as a school-mother round whom the community life could be built up, is attractive. This should receive careful consideration.

### *6. Reservation of more places for Women Students in training institutions*

Preference to women teachers for appointment to primary schools could be made more effective by reserving a fairly large number of places for women teachers in training institutions at the Under-Graduate level. The position now is that quite a number of women who offer themselves for training are rejected for lack of sufficient training facilities.

### 7. *Permission for Girl Students to appear as private candidates for examinations*

Regular attendance in schools, no doubt, helps to maintain better standards of education than if students are permitted to study at home and appear privately for examinations like Matriculation, High School etc. However, the special problem of girl students necessitates that they should be in a position to qualify themselves for employment and for teacher training by acquiring general education according to the facilities available to them, particularly in the case of married women. It would be valuable therefore in encouraging grown-up girls to further their education if, as a special case, wherever it does not exist, permission is given to them to appear as private candidates for such examinations.

### 8. *Co-education at Elementary Stage*

The idea of co-education at the elementary stage, which is sound educationally and economically, should receive more attention and public opinion created in its favour through all possible channels. No doubt, the appointment of school-mothers, women teachers, and married men teachers, as suggested above, would go a long way in giving a concrete basis for public confidence. However, an organised campaign in favour of co-education may be necessary to increase the popularity of co-education. This need will be greater in some areas than in others.

### 9. *Shift System for Boys and Girls*

As a last resort, in particularly conservative areas, it will be necessary to provide special facilities for girls if a sufficient number is forthcoming, and the separation of boys and girls into two shifts offers one solution. Even in the case of co-educational primary schools, it has been suggested that in order to provide universal and compulsory education under the present circumstances of limited finance the shift system may be introduced in the first two classes of the primary stage. These two ideas could be combined effectively and an additional inducement would be the slightly different curriculum which may be considered desirable for girls.

### 10. *Special Curriculum for Girls' Schools*

In accordance with the accepted National Policy of Basic Education at the elementary level all States would undoubtedly like to open as many of the new schools in the Basic pattern as possible and in the non-basic schools would introduce the essential educational activities already brought to their notice, in connection with improving education and orienting the schools towards the basic pattern. It is necessary to emphasise, in addition to this, that the curriculum for girls education should be looked into from other points of view as well. It is all the more necessary in their case to make the curriculum useful and attractive in the context of the Indian pattern of society, particularly in the rural areas. From this point of view, it is necessary to select specially suitable basic and subsidiary crafts in basic schools and to provide facilities for instruction in similar crafts in non-basic schools. These may be selected out of vegetable gardening, spinning and weaving, and other domestic crafts like tailoring, sewing, needle work, knitting, cooking etc.

DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
Item No. 7

**MODEL SCHEME FOR THE SUPPLY OF MIDDAY MEALS**

*Introduction:*

Provision for Midday meals in schools aims at helping poor and needy pupils in the schools in the State to grow up as healthy young children.

*Title:*

The Scheme shall be called "The Scheme for the supply of Midday meals to Pupils attending Schools."

*Definition:*

In this Scheme the term school means (i) Lower or Upper primary school. (ii) Lower or Higher Elementary School. (iii) Junior or Senior Basic School.

*Scope:*

The Scheme will extend to all schools in rural and urban areas in the State. However, priority may be given to the schools in rural areas. The benefit of the Scheme will be provided only on the working days.

*Nature of Meal:*

The actual nature of meals will vary from place to place according to the local conditions. Every endeavour should be made to make the diet nutritionally balanced with provision for sufficient variety and change.

*Duration:*

The Scheme will come into force at a centre from the date on which the actual supply of meals to the school children takes place. Supply of meals in a school shall commence from the ——— and shall stop on the ———.

*Selection of Pupils:*

The Headmaster of the school when the scheme is sanctioned for implementation shall specify and select from every class deserving pupils who are deemed to be poor, or otherwise for the purpose of the Scheme. The Director of Public Instruction or such other authority as the State Government may decide shall have the final say as to the categories of pupils who should not be eligible for benefit under the Scheme.

*Administration of the Scheme:*

The administration of the Scheme for the arrangement and supply of meals in a Centre shall be properly carried on by a Committee especially constituted for the purpose. Work of the Committee shall be subject to the general supervision of the State Education Department.

The Committee shall be constituted of the following:—

- (i) The Headmaster of the School.



- (ii) Manager in the case of private schools or an elected representative of teachers in the case of a Government School.
- (iii) A nominee of the local *Panchayat* or where the school is not in a *Panchayat* area, one more elected teacher.
- (iv) A representative of the Parent Association preferably a woman.
- (v) One Social worker of the locality.
- (vi) A limited number, including elderly women (not exceeding three), of prominent people of the locality who wish to take keen interest in making the Scheme a success.

The headmaster of the school shall be the convenor of the Committee. Members at items (v) and (vi) above, in the case of a primary school will be nominated by any officer of the Education Department authorised by the Director.

#### *Duties of the Committee:*

(i) The Committee shall make arrangements for preparation and service of meals in a neat and hygienic manner. Members of the Committee should directly take initiative and interest in this matter.

(ii) The Committee shall authorise the headmaster of the school to correspond with the officers of the State Education Department and Central Government authorities if need be.

(iii) The Committee shall be incharge of the money and material entrusted to them for the working of the Scheme.

(iv) The Committee shall arrange for tenders to be called for supply of food materials and other requisite equipment and appliances. Lowest tender should be accepted.

(v) The Committee shall assist the headmaster of the School by way of advice and others in running the scheme smoothly and efficiently.

(vi) The Committee shall appoint servants as may be needed for furthering the object of the Scheme.

(vii) The Committee shall meet as often as necessary and do every required for the successful implementation of the Scheme.

#### *Submission of Estimates:*

The cost of a meal for each pupil shall not exceed ——— naya paisa.

As soon as the School year is commenced the headmaster shall submit an estimate in the prescribed form to the District Educational Officer through the proper channel for advance for expenses for the first month for supply of meals. Details regarding (i) the total number of pupils on the roll of the classes for which free feeding is allowed. (ii) The number of pupils to be fed. (iii) The number of working days in the month in which the free feeding is allowed etc. should be furnished alongwith. The estimates for advances for subsequent months may be sent direct to the District Educational Officer. These estimates shall show (i) the number of pupils to be fed (ii) the number of working days in the month. (iii) the number of pupils for which feeding was allowed during the previous month and (iv) the number of days for which they were fed in that month.

The estimates for a particular month should be submitted at least days before the commencement of that month. Request for inclusion of additional pupils for midday meals should be separately made. The approximate cost of the articles left over at the end of the month shall be deducted and the balance alone claimed for as advance.

### *Conduct of Feeding:*

The headmaster of the school will send every day the midday feeding register to each class and ask the class teacher for the number of pupils desiring to be fed that day out of those who have been enlisted for feeding. This should be done before 10.45 A.M. on each day. After getting the food prepared and kept in the proper vessels, at 12.45 P.M. the "feeding bell" will ring. Every pupil enlisted for feeding should possess cup or plate, for feeding. Feeding will take place under the supervision of the Committee. (Timings may vary if school hours are different).

The manager in the case of a private school, shall afford all facilities for the conduct of the midday feeding. The Committee will see that all pupils are provided with facilities for washing their hands, mouth, cup and plates and that habits of cleanliness are maintained.

15% of the amount sanctioned by Government for the midday meals may be utilised for preparing the food including cost of fire-wood, and other contingencies for payment of hire charges etc. Cooking shall be done in a separate room sufficiently away from the class rooms.

The produce of the school garden, if any, may be utilised for the purpose of the Scheme.

### *Registers to be Maintained:*

The following registers shall be maintained while operating the Scheme:

- (i) A register of members of the Committee showing their names, address, occupation etc.
- (ii) Minutes—Book with up-to-date entries relating to the meeting held.
- (iii) Names and number of pupils selected for the supply of school meals.
- (iv) Daily feeding attendance register giving details of the pupils fed.
- (v) Cash Book for entering the day-to-day receipts and issues.
- (vi) Stock register of all articles purchased. The entries should be made daily in ink as soon as the articles are purchased or issued. At the end of the day the balance should be shown clearly and correctly.
- (vii) Such other registers as may be prescribed by the State Education Department or the Committee.

### *Special Instructions for Keeping Cash Book:*

The day-to-day entry relating to each item of receipt or expenditure should be made simultaneously with the transaction. Cash balance should not be kept in hand on any account except for meeting incidental expenses. The cash book should be carefully and neatly maintained. Over-writings and erasures should be avoided. Corrections, if any, should be attested by the headmaster of the School. Cash balance, if any, should be produced for checking when demanded by officers of the Department having control over the school.

### *Vouchers:*

Every item of expenditure should be supported by proper vouchers written in ink. Every voucher should show the quantity of articles in standard measures and weights and rates of price for each article. Each voucher should bear or have attested to it an acknowledgement of payment with date. The amount should be noted both in figures and words. The paid vouchers should be marked as 'Paid' with the initials of the headmaster and the seal of the School.

### *Maintenance of Accounts:*

The accounts, the registers referred to above and the vouchers regarding the midday meals should be maintained in accordance with the relevant provisions of the State Financial and Account Codes. The following directions should be complied with in the preparation and submission of the bills relating to the expenditure on midday meals to the District Educational Officer:

- (i) The amount received as advance for the expenditure for the month in question should be noted in red ink at the top of the bill.
- (ii) Details of stock in hand at the commencement of the month and its cost including cash balance, if any, should be noted in the bill in the appropriate place and this plus the advance received for the month gives the amount to be accounted for.
- (iii) The vouchers should be serially numbered date-wise and a statement giving the number of the voucher with amount and the total number and amount of the vouchers attached to the bill.
- (iv) The quantity and cost of the articles remaining at the end of the month and the cash balance thereof should be noted in the bill.
- (v) The number of pupils sanctioned to be fed and the number actually fed from day-to-day in the month including the items of food supplied on each day and the grand total of the number fed in the month in the total number of mid-day meals given in the month should be mentioned in the bill.
- (vi) The opening balance plus the advance received for the month minus the closing balance gives the expenditure for the month and this should not exceed the number of midday meals supplied in the month multiplied by the cost fixed for each meal.

- (vii) The bill should be signed by the headmaster of the school and sent to the officer concerned who shall pass it and submit to the proper authority for counter-signature. Headmasters of secondary and training schools may send the bills direct to the proper authority. The bill should be submitted in duplicate.
- (viii) Before a bill for advance is passed the final bill and vouchers for the last but previous advance should have been sent to the Comptroller. Bills for advance should contain a certificate to the effect that the bill and vouchers for the last but previous advance have been sent to the Comptroller.

### *Supervision:*

The Headmaster shall afford every facility to the Departmental Officers and other members of the Committee for supervising the implementation of the noon-day feeding in the school.

### *Conclusion:*

The above Scheme is only suggestive and it is open to the State Government to vary it in any way or form to suit the local needs and conditions.

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## DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE

### *Item No. 8*

## **VOCATIONS SUITABLE FOR WOMEN WHICH REQUIRE TRAINING WITH PRIMARY, MIDDLE, INTERMEDIATE AND DEGREE AS THE MINIMUM BASIC EDUCATIONAL QUALIFICATIONS**

### **Primary as the Basic Qualification**

#### **I. *Professional and Technical Workers***

##### *(a) Medical and Health Personnel*

Midwifery.

Health Visitors' training.

Dai's training.

Masseur.

##### *(b) Educational Personnel*

Music.

Drawing and Painting.

Fine Arts.

##### *(c) Social Welfare Workers*

Gram-Sevika.

#### **II. *Clerical Workers.***

#### **III. *Industrial Workers.***

Manufacture of small parts like switches etc.

Needle work.

Hosiery manufacture.

Tailoring.

## Spinning and Weaving

Spinning.

Weaving.

Sewing and Embroidery.

Dyeing and Printing.

Dyeing and Bleaching.

Basketry.

Cane work.

Cane and Bamboo work.

Mat making.

Paper making.

Coir work.

Toy making.

Pottery.

Commercial art.

Leather goods manufacture.

## IV. *Services*

- \* Shop Assistants.

- \* Confectioner.

- \* Laundress.

## V. *Domestic and related services*

- \* Cookery.

- \* Trained Ayahs/Matrons.

- \* Baby-sister.

## VI. *Agricultural workers*

Fruit and vegetable preservation.

- \* Bee-keeping.

## **Middle Stage as the minimum basic qualification**

### I. *Professional and Technical Workers*

#### (a) *Medical and Health Personnel*

Health Visitors' training.

Nursing.

Midwifery.

Compounding.

Nursing and midwifery.

Vaccination.

Sanitary inspector.

- \* Hospital visitor.

- \* Matron.

- \* Hospital almoner.

*Technical Personnel.*

Draughtsmanship.

(b) *Educational Personnel*

Teachers' training.

Painting and decoration.

Drawing and Painting.

Fine Arts.

\* School mothers.

(c) *Social Welfare Workers*

Gram-sevika.

II. *Clerical Workers*

Typewriting.

Book-keeping.

Commerce.

Accountancy.

III. *Industrial Workers*

Basketry.

Cane work.

Cane and Bamboo work.

Carpet making.

Mat weaving and coir.

Paper making.

Toy making.

Commercial art.

Tailoring.

Embroidery.

Embroidery and needle work.

Knitting.

\* Millinery.

Leather goods manufacture.

Book Binding.

IV. *Services*

\* Hotel Service.

|\* Bus Conductors.

\* Police.

\* Beautician and manicurists.

Sales girls.

V. *Domestic and Related Services*

Home advising.

VI. *Agricultural Workers*

\* Bee-keeping.

Gardening and Fruit preservation.

## CHAPTER III

### EDUCATION OF WOMEN IN INDIA: A HISTORICAL SURVEY (1800–1947)

**Introduction**—One of the many glories of ancient India was the high social status enjoyed by women and the educational opportunity which was then accorded to them. In the Vedic period, for instance, we find no trace of those evils that crept into Indian society at a later date and degraded that status of women, such as *purdah*, child-marriage, enforced widowhood and *Sati*. Women were then generally married at a later age, freely chose their partners and enjoyed many rights as were accorded to men in all social spheres. They also participated in all sacrifices and other religious ceremonies. This social status naturally led to more opportunity in education also. The *Upanayan* ceremony, which marked the introduction of a child to the study of the Vedas, was performed, at this time, for girls as well as for boys. The Vedic women, therefore, studied the sacred texts, had full access to all the different branches of the knowledge then known, and took part in religious and philosophical discussions. Several of them were highly honoured for their great learning and the sacred hymns composed by them found a place in the Vedas themselves.

2. Unfortunately, this high level of culture as well as the status which our women enjoyed at this dawn of Indian history was brought low by the social, economic and political changes of the later years. Women gradually lost their right to education; while the age of marriage was lowered until even the practice of marrying infants became fairly common. In course of time, a social code in which women had hardly any rights in property, marriage and divorce came into existence. Customs like enforced widowhood and *Sati* were also evolved through the religious concepts then prevailing. *Purdah* and seclusion of women came in a little later and became generalised during the Muslim period. By the end of the eighteenth century, therefore, the sphere of life of the average woman was restricted to her home and her social status was one of subjection with a few exceptions. Illustrious women who, in spite of such adverse social conditions made their mark as statesmen, rulers, soldiers or saints, appeared in all parts of the country from time to time and were honoured by men and women alike. But even such exceptions do not reduce the gloom of the general picture of the subjection of women who were denied opportunities for education.

3. The official surveys of indigenous education conducted in different parts of the country at the beginning of the nineteenth century throw some light on the condition of the education of women as it then existed. In Madras, Munro reported that 5,480 girls attended the indigenous primary schools as against 1,78,630 boys (1822). In Bombay, no girls were reported to be attending the public indigenous schools (1824–29), but there is enough evidence to show that the girls in the upper-class families received some education at home. In Bengal, Adam reported in 1835 that the "notion of providing the means of instruction for female

Agriculture.  
 Dairy Farming.  
 Poultry Farming/keeping.  
 Extension training.  
 Sericulture.  
 Veterinary Service.

**Secondary as the minimum basic qualification.**

**I. Professional and Technical workers**

*(a) Medical and Health Personnel*

Ayurvedic course.  
 Homeopathic course.  
 Health Visitors' training.  
 Nursing.  
 Midwifery.  
 Compounding.  
 Nursing and Midwifery.  
 Pharmacy:  
 Vaccination.  
 Sanitary Inspector.  
 \* Teacher nurse.  
 \* Nursery nurse.  
 \* Occupational Therapist.  
 \* Dietitian.

*Technical Personnel*

Draughtsmanship.  
 Civil Engineering.  
 Radio Engineering.  
 Technology Textiles.  
 Laboratory Technician.

*(b) Vocational Personnel*

Teachers training.  
 Physical Education.  
 Librarianship.  
 Drawing and Painting.  
 Painting and Decoration.

*(c) Social Welfare Workers*

Gram-Sevika.  
 Social Welfare Workers (supervisory personnel).

**II. Clerical Workers**

Shorthand.  
 Typewriting.  
 Stenography.



Book-keeping.  
Business management.  
Commerce.  
Accountancy.  
Banking.  
Telegraphy.  
Wireless-Operator.  
Comptometer operator.  
\* Calculating machine operator.  
\* Punch-card Machine Operator.  
\* Secretarial Assistant.

### III. *Industrial Workers*

Ceramics.  
Pottery.  
Commercial art.

### IV. *Services*

Cooperation.  
Receptionist.  
Insurance profession.  
Tourist Guide.  
Customs Examiners.  
Air Hostess.

### V. *Domestic Science and Related Services*

Domestic Science.

### VI. *Agricultural workers*

Agriculture.  
Extension training.  
Dairy farming.  
Fisheries training.  
Animal husbandry.  
Veterinary Science.  
Sericulture Gardening and Fruit Preservation.

Intermediate as the minimum educational qualification

### I. *Professional and Technical Workers*

#### (a) *Medical and Health Personnel*

Ayurvedic course  
Medicine and surgery

#### *Technical Personnel*

Civil Engineering  
Radio Engineering  
Technology Textiles

Laboratory Technician

(b) *Educational Personnel*

Teachers' training

(c) *Social and Welfare Work.*

Labour Welfare and Social Work.

II. *Clerical workers*

Accountancy

Accountancy and Book-keeping

Commerce

III. *Industrial Workers*

Ceramics.

IV. *Domestic and Related Services*

Domestic Science

**University Degree as the minimum qualification**

I. *Professional and Technical workers*

(a) *Medical and Health Personnel*

Homeopathic course

Medicine and surgery

Pharmacy

Public Health

Maternity and Child Welfare.

*Technical Personnel*

Laboratory Technician

(b) *Education Personnel*

Teachers training.

Physical Education

Librarianship

\*Journalism

\*Actuarial work

(c) *Social Welfare Workers*

Labour Welfare and Social work.

II. *Clerical workers*

Commerce

Business management

Cooperation

III. *Agricultural workers*

Agriculture

Extension training

Fisheries training

Animal husbandry

Sericulture

Veterinary Science.

NOTE.—No training facilities exist in courses with asterisks. Training facilities are inadequate for the rest. Only limited number of seats are available in cases where there are facilities. Accommodation problem, to speak in general, is not satisfactory.

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DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
Item No. 9

AN ARRANGEMENT FOR THE EDUCATION OF GIRLS AND  
WOMEN IN A DEVELOPMENT BLOCK WITH A POPULATION  
OF 66,000 ON AN AVERAGE

The break-up according to various age-groups of the female population in the block would be roughly as below:

Up to 6 years	.	.	.	.	.	.	5,700
Age 6 to 11	.	.	.	.	.	.	4,600
Age 11 to 14	.	.	.	.	.	.	3,400
Age 14 to 17	.	.	.	.	.	.	4,600
Age 17 to 35	.	.	.	.	.	.	6,800
Over 35	.	.	.	.	.	.	4,900

Until the secondary stage, the Committee's recommendations are that schools could be co-educational. At the Higher Secondary stage, it might be necessary to have some High Schools and Higher Secondary Schools only for girls, though parents preferring to send girls to co-educational schools could also do so. Thereafter, separate colleges for women would be necessary. In the light of this, the provision proposed for Primary Schools in a block of this size is 100, out of which the requirements for girls would be 50, (although all would be co-educational). Similarly out of the Secondary Schools in a block of this size, four would represent the requirements of the female population. It is envisaged that in addition to co-educational High Schools and Higher Secondary schools, there will be at least two High Schools in a block separately for girls. There would also be one college in a block and one college for the training of teachers. In order to make the block self-contained, there would also be certain other training institutions for *dais*, *gram-sevikas*, craft instructors etc.

This is the provision for normal education for the normal age groups. It has also been found necessary to make special provision for adult women of the age group of 20 to 35, who are not altogether illiterate but who have had very little formal education. For these groups, a specially designed condensed course of training has been proposed, the details of which are appended. The ultimate picture is that each block would have four units conducting these condensed courses, each with a batch of about 25 women at a time. From these units, as also from High Schools and Secondary Schools, batches would join the other training centres located within the block itself. This will ensure that complete arrangements for the education at various stages for various groups of girls and women would all be available within the block area itself.

DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE  
Item No. 10

A SCHEME FOR CONDENSED COURSES FOR ADULT WOMEN

There are a large number of development programmes which require the employment of adult women of the age group of 20 to 35 in various capacities like primary school teachers, mid-wives, *dias*, *gram-sevikas*, craft instructors, *balwadi* teachers etc. In most of these cases, the minimum educational qualifications required is middle school pass, after which:

specific training is given, varying from six months to two years. Girls who pass the middle school standard in the normal course are too young for this kind of work. On the other hand, the women of the required age group and maturity of mind who would be suitable for work of this nature in rural areas, are usually those who left schooling after they had studied for three or four years for various reasons. When they come to this age of between 20 and 35, and domestic circumstances necessitates their taking up of paid work of one kind or the other, they are handicapped by the lack of minimum educational qualifications. Nor is it possible at that stage for them to undergo regular schooling for five or six years. Because of their maturity of mind it is also possible to impart to them enough training to pass the middle school standard within a shorter period, of between two and three years. It is, therefore, found necessary to adopt a condensed course of training of about two or three years for women of this age-group. Thereafter, they could take up further training for one or other of these specific appointments.

It is not intended that these courses will be started directly by the Central Social Welfare Board or by its organisation, or through the agency of State Governments. The scheme will be entrusted only to suitable voluntary organisations, which will be given grants.

The eventual picture is that in every development block with a population of about 66,000 on an average, there would be four units imparting training to 25 women each at a time. A large number of these units would be located at the same places as centres of Welfare Extension Projects.

Under the scheme for condensed courses, women can be prepared to appear privately both for middle school and school Final examinations. The duration of the training course can vary from two to three years, depending upon the calibre of women available for training, as also the examination for which they are prepared. It may be borne in mind that this scheme is not meant for entirely illiterate women. There are a large number of women who may have studied up to third or fourth standard during their earlier years and then discontinue studies due to one reason or the other. The purpose of this course is to prepare them to appear at a recognised examination of the standard mentioned above, not by making them undergo the normal course of long duration but within a reasonable short period of two to three years.

Wherever it is feasible, a particular batch could be trained in the same period for a higher standard than middle school, like matriculation or school final. Any one batch is however to be prepared for only any one examination.

Since the teachers, *gram-sevikas*, *dais* etc. will mostly be required for the rural areas, it is necessary that the scheme should also be organised in those areas and should admit local candidates for training. Preference will therefore be given to institutions in rural areas, or in small towns. Each institution has to obtain a written undertaking from every candidate (not necessarily a bond) to the effect that after completing this training, she will take up training for any other course of village work, and, if selected, work in a given capacity in a rural area for at least three years. Since women from a number of villages would be admitted to a course of this nature, it would also be necessary to provide residential

accommodation in the training institution. The minimum number that would be required to run an economic residential unit would be 15. Further, since individual attention will be required to be paid to each candidate, it will not be desirable to admit more than 25 candidates for one course. We can, therefore, either have a unit of 25 residential trainees or 15 residential and 10 non-residential trainees. It is estimated that a unit of this nature costs about Rs. 14,000 to 17,000 p.a. It is considered necessary to provide the following items under this scheme. The Boards grant for one batch is limited to Rs. 30,000 for the whole course.

1. Stipend for meeting expenditure on food and clothing, etc. to the residential trainees. A sum of Rs. 5 p.m. is also paid in cash to each trainee as pocket money.

2. A small stipend to non-residential trainees which would cover their travelling expenditure and also include the cost of a mid-day meal.

3. Salaries of teachers: It is estimated that on an average two full-time or one full-time and two part-time teachers should be adequate for a batch of 25 trainees. One of these could also be in charge of the hostel.

4. Rent for class room and residential accommodation: A maximum of Rs. 100 p.m. is allowed. (In the alternative an institution which has a building of its own is given a grant upto Rs. 5,000 for additions).

5. Some amount for educational equipment. The following two budgets, one for a batch of 25 residential trainees and the other for a batch of 15 residential and 10 non-residential trainees have been prepared and could be adopted for the scheme with minor variations as required.

For one year

I. For 25 residential trainees

	Rs.	
(a) Stipend for 25 residential trainees at the rate of Rs. 40 p.m. (including pocket money at Rs. 5 p.m.)	12,000	
(b) Salaries of two full time teachers at Rs. 100 p.m.	2,400	
(c) Educational equipment for trainees	1,000	(Non-recurring)
(d) Rent	1,200	
<b>TOTAL</b>	<b>16,600</b>	

II. For 15 residential and 10 non-residential trainees

(a) Stipends.

(i) For 15 residential trainees @ Rs. 40 per trainee per month (including pocket money at Rs. 5 p.m.)	7,200	
(ii) For 10 non-residential trainees at the rate of Rs. 20 per trainee per month	24,000	
(b) Salaries for two full time teachers @ Rs. 100 p.m.	2,400	
(c) Educational equipment for trainees	1,000	(non-recurring)
(d) Rent	1,200	
<b>Total</b>	<b>14,200</b>	

DOCUMENTS AND DATA RELATING TO THE WORK OF THE  
STATISTICS OF SCHOLARSHIPS, STIPENDS, FREE  
1955-56

Types of Institutions	Total scholarships and stipends				Free	
	Number		Total value per annum		Number	
	Boys	Girls	Boys	Girls	Boys	Girls
Colleges for General Education (Arts and Science) . . . .	58,209	7,507	1,48,47,836	17,75,608	62,553	8,943
Colleges for different types of professional Education . . . .	15,436	1,098	76,12,543	6,07,677	6,351	340
Teachers' Training . . . .	2,280	1,233	8,72,080	4,05,357	497	70
Colleges for special Education—						
Music, Dance and Arts . . . .	204	113	62,612	13,186	248	552
Oriental studies and Sociology . . . .	1,521	161	1,47,926	30,891	55	40
a) High and Higher Secondary Schools . . . .	1,89,242	33,128	1,35,19,375	22,08,961	8,04,498	7,10,379
Middle and Senior Basic . . . .	81,875	12,123	36,92,092	4,37,122	4,28,353	1,40,552
Primary . . . .	1,94,138	35,833	20,47,838	4,39,553	6,44,486	2,12,641
Pre-Primary . . . .	42	21	393	449	518	447
b) Vocational schools . . . .	23,826	4,319	58,29,835	13,03,738	3,667	794
Basic and Teachers' Training Schools . . . .	41,727	14,690	75,20,565	27,28,302	463	341
Schools for Special Education . . . .	453	51	93,575	13,496	216	68
Schools for Music Dance and Arts . . . .	545	59	69,586	3,417	377	279
Schools for Oriental studies and Social Works . . . .	16,054	482	7,99,884	86,491	3,190	327
Other Schools . . . .	641	270	1,78,587	44,822	..	213

## COMMITTEE—ITEM NO. 11.

## STUDENTSHIPS AND OTHER FINANCIAL CONCESSIONS

Studentships		Other Financial concessions				No. of scholar Institutions wh education is	
Yearly amount foregone		Number		Yearly amount spent		Number	
Boys	Girls	Boys	Girls	Boys	Girls	Boys	G
66,11,585	8,82,282	11,846	1,736	10,18,203	1,89,306	3,858	33
9,36,780	68,032	1,482	146	3,64,031	81,610	989	1
52,560	7,188	11	68	432	2,575	4,050	1,24
11,990	15,457	68	10	20,357	2,367	283	16
8,849	5,500	173	31	10,850	1,524	6,245	70
2,64,14,867	54,23,634	2,59,986	1,77,742	70,48,532	21,36,149	3,27,015	1,68,361
52,02,052	10,02,774	1,39,184	31,482	15,65,138	4,52,012	13,50,997	5,69,645
25,88,185	10,44,908	5,40,588	1,51,940	11,84,957	4,84,953	1,25,64,858	58,99,617
13,805	10,878	24	31	520	678	4,292	3,759
2,00,502	27,382	2,208	384	2,05,811	54,432	32,716	11,615
24,716	19,005	339	219	17,171	18,550	48,960	15,918
29,606	10,754	104	38	19,176	7,821	2,748	783
23,213	11,230	75	20	22,485	2,528	742	156
1,19,344	5,951	8,356	114	2,43,518	5,127	12,25,897	1,43,315
..	4,781	14,771	3,359	1,05,386	25,404	43,008	9,067

DOCUMENTS AND DATA RELATING TO THE WORK OF THE COMMITTEE—  
*Item No. 12*

TOURS UNDERTAKEN BY CHAIRMAN AND MEMBERS

Bombay

Chairman—Shrimati Durgabai Deshmukh.

Places Visited—2nd June to 1st July 1958 and 17th to 30th November 1958, Bombay, Roha, Lonavala, Urli Kanchan, Malegaon, Maramati, Puna, Kosbad, Talwada, Palgarh, Baroda, Nadiad, Allahabad, Bhuj, Gandhinagar, Rajkot, Surendranagar, Junagadh, Bhavnagar.

*Conferences*

1. Conference at the Old Secretariat with educationists and social workers:

1. Shri R. V. Parulekar, Bombay.
2. Shri M. T. Vyas, New Era School, Bombay.
3. Dr. V. V. Kamat, S. T. College, Bombay.
4. Principal S. A. Rauf, S. T. College, Bombay.
5. Kum. A. Rustomji, Bombay.
6. Smt. Gulistan R. Billimoria, Bombay.
7. Smt. Kapila Khandwalla, Education Officer, Bombay Municipal Corporation, Bombay.
8. Smt. Kusumtai Wankhede, Vice-Chairman, Bombay State Social Welfare Advisory Board, Bombay.
9. Smt. Meenakshi Bakhale, Bombay.
10. Smt. P. Pakvasa, Bombay.
11. Smt. Tarabai Modak, Bombay.
12. Kum. S. Kanandikar, Member NCWE.
13. Smt. Kulsum Sayani, Member, NCWE.
14. Dr. Mrs. Anjanbai Magar, M.L.A.
15. Vice-Chancellor, Bombay University, Bombay.
16. Vice-Chancellor, S.N.D.T. Women's University, Bombay.

*Meetings and Addresses*

1. Meeting with the Education Minister, Bombay State, Deputy Minister Education, Secretary Education, Director of Education and other officials of the Education Department, at Bombay.
2. Meeting with the officers (Planning) and social workers of Kolaba district at Roha.
3. Address the social workers at Lonavala.
4. Meeting with the Heads of Primary and Secondary schools in the Assembly Hall of N.M.V. High School, Poona.
5. Meeting with the officers of the Education Department, Bombay State, at Poona.



6. Address the primary school teachers, parents, social workers and villagers at Junnar.

7. Address the teachers and trainees of all Training Colleges in Poor

8. Address parents, teachers and social workers at Urli Kanchan.

9. Address the students, parents and teachers of the Malegaon High School.

10. Address the teachers, social workers and students at the M.E. High School, Baramati.

11. Address the teachers and social workers at Panchkoshi Mahi Mandal.

12. Meeting all the women's associations of Poona at the H.H.C. Hall, Poona.

13. Press Conference at Poona.

14. Press Conference and representatives of voluntary welfare organisations.

15. Public meeting and address by Chairman at Guru Dakshina Hall Bordi.

16. Meeting of the Mahila Mandal and address by Chairman.

17. Address the public meeting at Palgarh.

18. Address the social workers at the inauguration of the State Home for women discharged from correctional institutions at Baroda.

19. Meeting with educationists, teachers and social workers at Barod

20. Meeting with the social workers and teachers of Kaira District : Nadiad.

21. Discussion with the heads of girls secondary institutions of the city and local women's primary training institutions and colleges, at Ahmedabad.

22. Meeting with the Chairmen of the Project Implementing Committees of Gujrat Region at Ahmedabad.

23. Meeting with social workers and teachers at Bhuj.

24. Meeting with social workers and teachers at Jamnagar.

25. Meeting with social workers and teachers at Rajkot.

26. Meeting with social workers and teachers at Surendranagar.

27. Meeting the social workers at the inauguration of the Sayla C.I. WEP, Sayla.

28. Meeting with the social workers and teachers at Junagadh.

29. Address at the inauguration of the Mother and Child Health Centre of the Junagadh Municipality.

30. Meeting with the social workers and teachers at Bhavnagar.

31. Meeting the members of the Bombay State Social Welfare Advisory Board at Bombay.

children never enters into the minds of parents. A superstitious feeling is alleged to exist in the majority of Hindu families, principally cherished by the women and not discouraged by men, that a girl taught to write and read will soon, after marriage, become a widow.... and the belief is also generally entertained.... that intrigue is facilitated by a knowledge of letters on the part of females.... Under the influence of these fears, there is not only nothing done in a native family to promote female instruction but an anxiety is often evinced to discourage any inclination to acquire the most elementary knowledge.... Zamindars... in general instruct their daughters in the elements of knowledge, although it is difficult to obtain from them an admission of the fact. It may, therefore, be assumed that the female population of teachable age or of the age between 14 and 15 years, without any known exception and with so few probable exceptions that can scarcely be taken into account, is growing up wholly destitute of the knowledge of reading and writing." In the Punjab, it was reported (in 1849) that "female education is to be met with in all parts... The girls and the teachers (also females) belong to all the three great tribes, namely, Hindu, Musulman and Sikh. The number is not, of course, large, but the existence of such an education almost unknown in other parts of India, is an encouraging circumstance." Unfortunately no reliable data is available for the other parts of the country. It may also be conceded that these official enquiries were far from perfect and that they generally paint too dark a picture. It is also true that the education of men also was extremely backward at this period. But even when full allowance is made for all these considerations, it cannot be denied that the general picture of the education of women, was most unsatisfactory and women received practically no formal instruction whatsoever, except for the little domestic instruction that was available to the daughters of the upper-class families.

**4. The Beginnings of Modern Education—First Phase (1813–54)—** The East India Company was first compelled to accept responsibility for the education of the Indian people under the Charter Act of 1813. But in working out this directive of the Parliament, the conservative officials of the Company restricted their educational activities to men and refused to take any direct action for the education of women. They argued that the policy of the Company was one of strict social and religious neutrality; that the strong prejudices against the education of women which prevailed among the people were so deeply rooted in their social and religious life that any attempt to educate women was sure to create a very great commotion; and that the first attempts of the Company should be restricted to the education of men who would themselves, at a later date, undertake the education of their women-folk. They also refused to grant any financial assistance to special private schools established for girls. At this time, Indian private effort was almost exclusively meant for boys and most of the private educational institutions for girls were conducted by missionaries. The officials of the Company felt that the encouragement of these institutions through a grant-in-aid might be regarded by the "suspicious and ill-disposed" Indian people as "subservient, in some degree, to the views of proselytism." They even refused to issue general instructions to the officers of Government to the effect that they should assist and encourage the establishment of special schools for girls under private effort on the ground that

32. Address at the Aryan Education Society's Silver Jubilee of Girls High School at Bombay.

### C. Discussions with Individuals

1. Miss Boyce, Chief Inspectress of Schools, Poona.
2. Shri Brelvi, Educational Inspector, Poona.
3. Miss S. Panandikar, Member, NCWE, Poona.
4. Shri S. L. Kirloskar, Poona.
5. Smt. Yamutai Kirloskar, Poona.
6. Dr. Mrs. Iravati Karve, Poona.
7. Representatives of the Aurangabad WEP.
8. Shri Achute Ranade, Poona.
9. Smt. Tarabai Sathe, Poona.
10. Shri Inamdar, Poona.
11. Chairman, Phltan WEP, at Poona.
12. Smt. Malatibai Shirole, Chairman, Poona WEP, Poona.
13. Shri Ghate, Director of Social Welfare.
14. Shri S. V. Kale.                                 }
15. Prof. N. V. Patankar                         } Shikshana Prasarak
16. Prof. Miss Pore                                 } Mandali, Poona.
17. Chairman of the Bhagalpur WEP at Poona.
18. Smt. Malati Bedaikar, Poona.
19. Shri S. V. Damle of Maharashtra Mandal, Poona.
20. Call on the Governor of Bombay at Poona.
21. Smt. Pramilabai Gadgil and Prof. Gadgil at Poona.
22. Chairman, KGNM Trust, Poona.
23. Secretary, KGNM Trust, Poona.
24. Shri Shyamlal of KGNM Trust, Poona.
25. Shri Pranlal Kapadia                         }
26. Shri Deodhar                                 } of All India Khadi
27. Shri Lele   } and Village
- } Industries Board,
- } Bombay.
28. Chairman, Bombay State Social Welfare Advisory Board.
29. Shri Joshi of Handloom Board at Bombay.
30. Smt. Zarina Currimbhoy, Bombay.
31. Representatives of the Kherwadi Institution.
32. Representatives of the YMCA, Bombay.
33. Representatives of the Institute of Social Work.
34. Representative of the Handicrafts teachers training school, Bombay.

### D. Institutions Visited

1. Social Education Class and Primary school for boys and girls at Gorhe Bk.
2. Mahila Mandal, Gorhe Bk.

3. Hajurabaga Chintaman Patwardhan Girls High School, Poona.
4. D.S.B. School No. 1 at Junnar for boys and girls.
5. New School, Junnar.
6. Mahila Mandal, Junnar.
7. Church of Scotland Mission Training School for Women at Poona.
8. Government Training College for Primary Teachers, Poona.
9. Mahila Mandal, Urli Kanchan.
10. Mahatama Gandhi Vidyalaya, Urli Kanchan.
11. Mahatama Gandhi Primary School, Urli Kanchan.
12. Extension Training Centre at Manjri.
13. Sangvi Centre of the Baramati WEP.
14. Malegaon High School, Malegaon.
15. Jeevan Shikshan Kendra (Basic School for boys), Malegaon Bk.
16. Primary Shala for Girls, Malegaon Bk.
17. Agriculture bias Primary School at Sangvi.
18. Maharashtra Education Society's High School, Baramati.
19. Institutions managed by Poona Seva Sadan Society, Poona.

Primary Education Classes for Adult Women, Work Room Classes, Free-aid and Special English Classes, Bai Motibai Training College for Women, High School and Hostel, Mahila Vijaya Press.

20. Primary School for boys and girls at Khadakvasala.
21. Opening of Ashram Vidyalaya of Gokhale Education Society, Opening of Yuvak Vasti Gruha and Mahila Vasti Gruha of Vikaswadi Project.
22. Gokhale Education Society High School at Kosbad.
23. Ashram School at Talwada.
24. Sarvodaya Kendra at Kasa.
25. Adivasi Welfare Scheme at Kasa.
26. Ramabai Dandekar Backward Classes Girls Hostel, and Hostel for boys at Palgarh.
27. Bhagini Samaj at Palgarh.
28. Anand Kendra at Bombay.
29. Arya Kanya Mahavidyalaya, Baroda.
30. Maharani Girls High School, Baroda.
31. Prakash High School for Girls, Ahmedabad.
32. Girls High School, Bhuj.
33. Mahila Mandal, Bhuj.
34. Lakhonda Centre of the Bhui WEP.
35. Gandhigram, Bhuj.
36. Girls High School, Jamnagar.
37. Mahila Mandal, Jamnagar.
38. Sarvodaya Mahila Udyog Mandal, Jamnagar.
39. Darbar Gopaldas Mahavidyalaya, Aliabada.
40. Kambuda Centre of Jamnagar WEP.

41. Baisaheba Girls High School, Rajkot.
42. Anath Sarvodya Mandal, Rajkot.
43. Bal Adhyapan Mandir, Surendranagar.
44. Patadia Girls School, Surendranagar.
45. Ghar Shala, Surendranagar.
46. Vikas Vidyalaya, Surendranagar.
47. Mahila Mandal, Gondal.
48. State Home, Junagadh.
49. Mother and Child Health Centre, Junagadh
50. Mahila Samaj, Junagadh.
51. Balgram, Junagadh.
52. Majiraj Girls High School, Bhavnagar.
53. Muktalaxmi Mahila Vidyalaya, Bhavnagar.
54. WEP Centre, Bhavnagar.
55. Krishna Kumar Sinhji Blind Home, Bhavnagar.
56. District Shelter, Bhavnagar.
57. Mahila Mandal, Bhavnagar.
58. Shishu Vihar, Bhavnagar.

Member—Shrimati Kulsum Sayani.

*Places Visited.*—27th June, 30th June, 5th to 19th July, 22nd and 30th July, 1958, 5th, 8th, 14th to 16th, 23rd, 26th, 27th and 30th August 1958, 6th to 9th September 1958, 14th to 17th October, 1958.

Bombay, Poona, Bhavnagar, Rajkot, Nadiad, Ahmedabad, Aurangabad, Nagpur, Bhandara, Amravati, Arvi, Wardha.

#### *A. Meetings and Addresses*

1. Social Welfare Board Meeting, Bombay.
2. Shakti Dal Meeting, Bombay.
3. United Women's Organisation Executive meeting, Bombay.
4. Social Workers and Secondary Teacher's meeting, Bhavnagar.
5. Mahindra Nagar Gram Panchayat meeting, Rajkot.
6. Bhagini Samaj meeting, Bombay.
7. Madanpura Women's meeting, Bombay.
8. Public meeting of prominent women and social workers, Khulda-  
bad.
9. Kaghazipura village women meeting.
10. Meeting with the Development Block staff, Khuldabad.
11. Primary, Secondary school teachers (Government and non-Gov-  
ernment) meeting, Khuldabad.
12. Muslim women's meeting at Mrs. Khwaja Latif Ahmed's House,  
Amravati.
13. Public meeting at Bhagini Mandal, Nagpur.
14. Meeting at Mahila Samaj, Bhandara.
15. Vanita Samaj Public meeting for women, Amravati.
16. Primary Teachers and Social Workers Public meeting, Wardha,

7. Bombay city Social Education committee.
18. All India Women's Conference, Bombay Branch.
19. Bambal Dakhin Vibhag Stree Sanstha Sanyukta Samiti.
20. Hind Mahila Samaj.
21. Hingni Stree Shikshan Sanstha, Karve Institute, Poona.
22. Conference of Educational Inspectors of Bombay State.
23. S.N.D.T. College, Poona.
24. All India Women's Conference, Poona Branch, Poona.
25. Seva Sadan Society, Poona.
26. Anglo Urdu Girls Boys' Moledina High School, Poona.
27. Anglo-Urdu Girls' High School, Poona.
28. Congress Mahila Sangh, Bombay.
29. Vile Parle Gujarati Mandal.
30. Nirmal Society for Girls.
31. National Council of Women in India, Bombay.
32. R. C. Training College, Imamwada.
33. Secondary Teachers' Training College.
34. Bharat Scouts and Guides Ranger Group.
35. Nagpada Neighbourhood Hall, Byculla, Bombay.
36. United Women's Organisation, Bombay.
37. Seva Sadan Institute, Bombay.
38. Sajan Maher Ali Girls' School, Bombay.
39. Vikroli Godrej Institute.
40. Imamwada Girls' High School.
41. Urdu Gujarati Class and Sewing Class, Naigaon Neighbourhood Hall, Bombay.
42. S.N.D.T. Training College, Bombay.
43. Vanita Vishram Training College, Bombay.
44. Bharatiya Vidya Bhavan College.
45. State Home for Women, Aurangabad.
46. Suburban Rotary Club, Bombay.
47. Sofia College, Bombay.

**B. *Institutions Visited***

1. Tapsibai Chatralaya, Bhavnagar.
2. Gharshala Home School Training College, Bhavnagar.
3. Home School, Bhavnagar.
4. High School, Bhavnagar.
5. Mahila College, Bhavnagar.
6. Mahila Vidyalaya, Bhavnagar.
7. Mahila Mandal, Bhavnagar.
8. Anand Valika Dakshina Murti school, Bhavnagar.
9. Vanita Vikas Mandal, Bhavnagar.
10. Jyoti Mandal Shivshuvikar, Bhavnagar.

11. Kante Stree Vikas Grih, Rajkot.
12. G. T. Girls High School, Rajkot.
13. Barton Training Collège for Women, Rajkot.
14. Lahana Sthapit Mahila Vikas Grih.
15. Ambar Taaleem Vargah (for Police women).
16. Sewing class for women, Morvi.
17. Training Institute for social work, Morvi.
18. Akhil Hind Mahila Parishad, Nadiad.
19. Vithal Kanya Maha-Vidyalaya, Nadiad.
20. Vanita Vishram Mahila Vidyalaya, Ahmedabad.
21. Prakash School and Training College, Ahmedabad.
22. Kasturba Gram Sevika Vidyalaya, Koba.
23. Shiryas School, Ahmedabad.
24. Harijan Ashram, Ahmedabad.
25. Vikas Grih, Ahmedabad.
26. Jyoti Sangh, Ahmedabad.
27. Jamnadas Bhagwandas Kanya Grih, Ahmedabad.
28. Mazdoor Harijan Sangh, Ahmedabad.
29. Government B. E. G. College.
30. Government Basic Training Centre for Women.
31. Sharda Mandir Multipurpose Private Girls High School.
32. Marathi Mahila Shikshan Samiti, Aurangabad.
33. Saraswati Bhawan Boys' Multipurpose High School.
34. Government Girls High School, Aurangabad.
35. Art and Science College, Aurangabad.
36. Milind College, Aurangabad.
37. Government Girls Middle School, Aurangabad.
38. Government National School for Girls, Aurangabad.
39. Kaghazipura village Primary School.
40. Government Primary Girls School, Khuldabad.
41. Shams Girls High School, Nagpur.
42. Lady Amritabai Daya College for Women, Nagpur.
43. Government Girls High School, Nagpur.
44. Government Montessori Training Institute, Nagpur.
45. State Home for Rescued Women, Nagpur.
46. N.E.S. Block Mahila Mandal, Sakoli.
47. Social Welfare Centre, Pimpalgaon.
48. Bal Mandir, Bhandara.
49. Government Jakatdar Kanyashala, Bhandara.
50. N.E.S. Block, Karanja, Aurangabad.
51. Bharat Sevak Samaj, Arvi.
52. Government Girls High School, Amravati.
53. Home Economics Centre, Amravati.

54. Government Girls Urdu I.E.M. School, Amravati.
55. Government Old Normal School for women, Amravati.
56. Government Diploma Training Institute for women, Amravati.
57. Vanita Samaj Pre-Primary School, Amravati.
58. Balak Mandir, Wardha.
59. A.I.W.C. Mahila Mandal, Wardha.
60. Mahila Ashram, Wardha.
61. Kesari Mal Girls High School, Wardha.

### Andhra Pradesh

Chairman:

*Places Visited.*—3rd July to 11th July 1958—Anantapur, Guntakal and Hyderabad.

#### *A. Meetings and Addresses*

Meeting with the Education Minister, Andhra Pradesh, Director of Education and other officials of the Education Department with following present:—

1. Sri L. Bullayya, DDPI (Personal).
2. Dr. V. C. Vaman Rao, DDPI (Secondary Education).
3. Dr. C. B. Rao, DDPI (Planning).
4. Sri A. Phanendrudu, DDPI (Finance).
5. Kum. J. Jamuna Bai, Director of Women's Welfare.
6. Smt. Zohra Begum, Principal, College of Education, Osmania University.
7. Smt. Sri Devi, Principal, Women's College.
8. Smt. D. Balasundaram, Inspectress of Girls schools.
9. Sri D. L. Anandarao, special officer, Basic and Social Education.
10. Principal, Girls High School.
11. Smt. Kesari, Headmistress, Government Majidia Girls' High School.
12. Miss Kamala Rapole, Headmistress, Govt. Girls High School.
13. Headmistress, St. Ann's Convent High School.
14. Headmistress, Rosary Convent High School.
15. Miss Traporewala, Montessori School.
16. Smt. Sakina Begum.
17. Smt. Rangamma Obul Reddy.
18. Vice-Chancellor, Osmania University.
2. Address a Public meeting at Anantapur.
3. Interview with parents about diffusion of education among girls, Anantapur.
4. Discussion with Educational Officer at Anantapur.
5. Meeting of social workers at Guntakal.



6. Meeting with the Chairman and Members of the Andhra Pradesh Social Welfare Advisory Board, Hyderabad.
7. Address the students of the Administrative Staff College.
8. Meet the Executive Committee of the Regional Handicrafts Teachers' Training Institute, Hyderabad.
9. Press Conference at Hyderabad.
10. Meet the representatives of the Andhra Education Society at Hyderabad.

#### B. Institutions Visited

1. Sarda Municipal Girls Middle School, Anantapur.
2. Sarda Municipal Girls Elementary School, Anantapur.
3. Address at the opening of the Extension Block of Multipurpose Centre building at Vajrakarur.
4. Girls' Primary School, Alwal.
5. Girls' High School, Bolarum.
6. Government Basic Training School, Khiratabad.
7. St. Francis Basic Training School, Secunderabad.
8. Girls Vocational Institute, Hyderabad.

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### Mysore

#### Chairman:

*Places Visited.*—12th July to 16th July 1958, Bellary, Hampi, Hospet, and Bangalore.

#### A. Meetings and Addresses

1. Meeting with the Education Minister, Director of Education, Education Secretary and officials of the Educational Department and following persons:

1. Shri G. P. Sivaram, DDPI (Headquarters).
2. Shri N. S. Venakatarama, Planning Officer.
3. Shri M. P. L. Sastry.
4. Shri P. Kodanda Rao, Servants of India Society.
5. Shri D. V. Gundappa, Gokhale Institute of Public Affairs.
6. Smt. Lakshmi P. Krishnappa, Chairman, SWAB.
7. Smt. M. R. Lakshman, MLC.
8. Smt. Lakshmi Devi Rammanna, MLA.
9. Smt. Lady Raman.
10. Smt. B. Indiramma, Retd. DDPI.
11. Smt. Indiramma Vasudevamurthy.
12. Headmistress, Kamala Bai's Girls High School.
13. Smt. S. Veeramma, MLC.
14. Smt. Nagarathanamma, MLA.
15. Smt. George Theokekara, Headmistress, Corporation Girls High School.

16. Smt. G. Sambasiviah.

2. Meeting of social workers and teachers at Hospet.

3. Meet the Mysore State Social Welfare Advisory Board.

4. Meeting of social workers and educationists at Bellary.

5. Address at the Inauguration Ceremony of the Nalamangala Co-ordinated Project.

6. Meeting the *Gram-Sevikas* of WEP Centres at Kamlapur.

7. Address the social workers and teachers at Amruthur.

8. Press Conference at Bangalore.

**B. Discussions with Individuals**

Chief Minister, Mysore.

**C. Visits to Institutions**

1. District Vigilance Shelter, Bangalore.

2. Anatha Sishu Samrakshanalaya.

3. Abalashrama, Home for Women, Bangalore.

4. Inauguration of the Working Women's Hostel.

5. Association for Moral and Social Hygiene.

6. Thakkaraba Kanya Vidyalaya, Bangalore.

7. Himamsu Sishu Vihar, Malleswaram.

8. Smt. Mamala Bai's Girls High School.

9. Mahila Seva Samaj, Bangalore City.

10. Government Girls' Primary School, Bangalore

11. Vani Vilas Institute.

12. Sacred Heart Training School, Bangalore.

13. Keggre Centre of the Bagasandra Project.

14. Government Kannada Girls' Middle School, Nelamangala.

15. Government Kannada Girls' Primary School, Nelamangala.

16. Municipal Creche, Bellary.

17. Seva Samaj Creche, Bellary.

18. State Home (Central Rescue Home).

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Madras

**Chairman:**

*Places Visited.*—16th July to 2nd August 1958.—Madras, Palamcottah, Nagarcoil, Kanyakumari, Tenkasi and Kanakpillai Valsai.

**A. Meetings and Addresses**

1. Meeting with the Education Minister, Madras, Education Secretary, Vice-Chancellor Madras University, Director of Education and other officials of the Education Department.

2. Address the teachers educationists, parents and social workers at St. Xavier's College, Palamcottah.

3. Address at the Rotary Club, Palamcottah.

4. Address the teachers at Tenkasi.

5. Meeting the educationists at Madras.
6. Public meeting at Rajaji Hall, Madras.

**B. Discussions with Individuals**

1. Smt. Sarojini Verdappan, Madras.
2. Shri P. Ramaswamy, Madras.
3. Smt. O. C. Srinivassan.
4. Deputy Director of Public Instruction, Madras.
5. Smt. P. P. Naidu, Madras.
6. Chairman, State Social Welfare Advisory Board.
7. Shri C. Rajagopalachari.

**C. Institutions Visited**

1. Lady Willingdon High School, Madras.
2. National Girls' High School, Madras.
3. Ethiraj College, Madras.
4. Vidyodaya Girls High School, Madras.
5. Corporation Elementary School, Madras.
6. St. Ignatius Convent High School, Palamcottah.
7. School for the Blind, Palamcottah.
8. Hindu College, Nagarcoil.
9. Infant Jesus Training and High School, Milahumudu (Kanyakumari District).
10. Assembly of God Industrial School, Kannakpillaivalsai.

**Member—Mrs. O. C. Srinivasan.**

*Places Visited.*—10th to 27th July, 1958, Madras, Madurai, Tirumangalam, Palypetti, Arupukottai, Dindigal, Chinalepetti and Gandhigram.

**A. Discussions with Individuals**

1. Director of Public Instruction, other officers and Inspectress, Madras.
2. Technical Education Officer, Madras.
3. Sri Srinivasan Varadan, President, South Indian Teachers' Union, Madras.
4. Smt. Rukmani Devi and Sri Sankara Menon, Kalakshetra, Adyar, Madras.
5. Dr. Muthulakshmi Reddi and the correspondent of Avvai Home.
6. Superintendent Vigilance Home Mylapore and Superintendent of the Stree Sadhana.
7. Shrimati M. Lakshmi Amma, Retd. Principal, Lady Willingdon Training College and now Organising Secretary, Seva Sadan, Madras.
8. Director of Women's Welfare and the Superintendent Service Home, Tambaram, Madras.
9. Dr. Forrester, formerly of the St. Christopher's Training College, Madras.
10. Deputy Director, Small Industrial Cooperatives, Chetpet, Madras.
11. Sri Palaniswami, Special Officer (Village Survey) Madras.

12. Deputy Director of Secondary Education, Madras.
13. Chairman, D.P.I.C. Madurai.
14. Correspondent of the Schools in the Diocese of Madurai and Ramnad Lucy Perry Noble Institute, Rochanyapuram.
15. Miss O. E. Nicholson, Superintendent Industrial Section, Rochanyapuram.
16. Executive Officer, Panchayat Board Palypetti.
17. District Educational Officer, Dindigal.

**B. Institutions Visited**

1. Industrial Section Seva Sadan Institute, Chetpet.
2. Institution for Office Assistants' Training Course, Chetpet.
3. Service Home and Industrial Centre, Thygarayanagar, Madras.
4. Sarada Vidyalaya Training School, Thygarayanagar.
5. Sarda Vidyalaya High School Thygarayanagar.
6. Deaf and Dumb School, Mylapore.
7. Corporation Girls' Higher Elementary School, Madras.
8. St. Joseph's High School, Madras.
9. Project Welfare Centres in the Villages.
10. Fatima College, New Buildings.
11. The Board Girls' High School, Tirumangalam.
12. B. P. U. Shala Senior Basic School, Palypetti.
13. Government Basic Training School for Women, Palypetti.
14. Hindu Nadar Higher Elementary School, Arappukottai.
15. Sarva Bhanu Kshatriya Higher Elementary School, Arappukottai.
16. C. S. I. High School, Dindigal.
17. Devanga High School, Chimalapetti.
18. Rural Training Institute, Gandhigram.
19. S. E. G. Training Institute, Gandhigram.
20. Post Basic School, Balwadi.
21. Murugampetti Elementary Schools for Harijans.
22. St. Cecelia's Senior Basic Training School.
23. St. Cecelia's Senior Basic School.
24. St. Cecelia's Montessori School.

*The National Committee on Women's Education*  
1st to 4th of August, 1959  
Madras

**A. Conference with Educationists and Social Workers.**

1. Shrimati Mona Hensman, Principal, Ethiraj College.
2. Kumari G. R. Samuel, Principal, St. Christopher's Training College.
3. Kumari Iravati, Principal, Queen Mary's College.
4. Kumari Hemavati, Headmistress, Kalyanam Girls' High School.
5. Sister Mary Louis, Headmistress, St. Anne's Girls' High School.
6. Shrimati Chellam, Headmistress, Lady Sivaswami Iyer Girls' School.
7. Kumari Idiculla, Headmistress, Northwicke Girls' High School.

such action on the part of Government officers would be tantamount to a "compulsory order" and would be resented by the people.

5. A good deal of spade work had to be done by non-official effort, both Indian and, in some cases, even European, to change this attitude of apathy, or even indirect hostility, which the officials of this period showed towards the education of women. The void created by the utter absence of state effort was partially filled and the newly created desire to educate girls was first met to some extent by the missionaries who played the role of pioneers in this field also. The earliest modern schools for girls were, therefore, started under the auspices of missions for the instruction of the children of Christian converts only; but encouraged by the success of their attempts in this direction the missionaries set up institutions for the education of non-Christian girls also. As a rule, Indians were unwilling to send their daughters to educational institutions conducted by the missionaries and it soon became evident that missionary effort, by its very nature, could not be an effective agency for the spread of education among Indian women.

6. A splendid lead was given at this juncture by liberal Englishmen who realised that the education of women in India could not be developed properly unless it was placed on a firmly secular basis and organised by the Indian people themselves. Among them may be mentioned David Hare who established a school for girls in Calcutta and conducted it at his own expense (1820), of Professor Patton of the Elphinstone College, Bombay, who was responsible for the establishment, in 1848, of the Students Literary and Scientific Society which organised a number of girls' schools in the City, and of J. E. D. Bethune, a member of the Council of the Governor-General and the President of the Council of Education in Bengal, who established a girls' school at Calcutta and maintained it from his own funds till his death in 1851. It was then taken over by Lord Dalhousie who also paid for its maintenance from his private purse for nearly five years.

7. As may be easily imagined, several great Indians, touched by the pioneer work that was being done in this field by missionaries and philanthropic Englishmen, began to lend their support to the organisation of special schools for girls and to break down the traditional popular resistances against the education of women. Among these, mention may be made of Raja Ram Mohan Roy who played an important role in the abolition of *Sati* in advocating women's right to property and in emphasizing the need for their education. Another great worker in the cause was Pandit Ishwarchandra Vidyasagar who was responsible for the establishment of a number of girls' schools in Bengal. It is not possible to describe here the work of the other Indian pioneers who worked in this field at this early stage and it would be enough to state that by 1854, when the Educational Despatch from the Court of Directors arrived, private Indian effort was well under way in the field of the education of women. Indians were conducting a number of special schools for girls for which liberal donations were being given by the people, and organizing propaganda (through books, periodicals and lectures) to persuade the people to give education to their daughters.

8. By 1850, therefore, the stage had been set for a change in the State policy towards the education of women. The lead in this matter was

8. Shrimati Manjubhashini, M.L.C.
9. Shrimati Ambujammal, Chairman, Madras State Social Welfare Board.
10. Shrimati Rukmini Devi, M.P.
11. Shrimati Krishna Rao, Chairman, Andhra Pradesh State Social Welfare Board.
12. Shrimati Kunijitham, Lady Superintendent Corporation of Madras.
13. Corporation Education Officer.

**B. Meetings**

1. Meeting with Press Representatives.
2. Public meeting of Women's Organizations.

**C. Institutions Visited**

1. Madras Seva Sadan Institutions.
2. Sharada Vidyalyaya.
3. Avvai Home, Adyar.
4. Stri Sadan.
5. Shrinivasa Gandhi Nilayam.
6. Andhra Mahila Sabha Institutions.
7. Kalakshetra, Adyar.
8. Stri Seva Mandir.
9. Lady Willingdon Training Centre.
10. National Girls' High School.
11. Ethiraj College.
12. Government Muslim Girls' High School.
13. Service Home for Women, Tambaram.

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**Jammu and Kashmir**

**Chairman:**

*Places Visited:*—19th and 20th August 1958 Srinagar, Baramulla.

**A. Meetings and Addresses**

1. Meeting with the Education Minister, J. & K., Education Secretary, D.P.I. and other officials of the Education Department, Principals of High Schools.
2. Meeting the Chairman and Members of the J. & K. State Social Welfare Advisory Board and Chairman of the Project Implementing Committees at Srinagar.

**B. Institutions Visited**

1. Sheri Centre of Baramulla W.E.P.
2. Binar Kodara Centre of Barmulla W.E.P.
3. Girls High School, Srinagar.
4. Government College for Women, Srinagar.
5. Teachers Training College for Women, Srinagar.
6. Zaidibal Centre of Shalimar Project.
7. Nivtidh Centre of Shalimar Project.

**Member—Shri P. N. Mathur.**

*Places Visited:*—18th September 1958 and 20th September 1958—Srinagar, Annantnag.

*A. Discussions with Individuals*

1. Shri Bakshi Ghulam Mohammad, Prime Minister, Jammu & Kashmir State.
2. Shri G. A. Mukhtar, Director of Education, Srinagar.
3. Smt. Begam Zafar Ali, Chief Inspectress of Schools, Srinagar.
4. Shri Aga Ashraf, Principal, Teachers Training College, Srinagar.
5. Shri Maheshwar Nath Raina, Headmaster, Basic Middle School, Srinagar.
6. Shri N. L. Bakaya, Kani Kadal, Srinagar.
7. Headmistress, H. L. H. R. Secondary School for Girls Nawakadal, Srinagar.
8. Headmistress, Amira Kadal Girls High School, Srinagar.
9. Shrimati Indira Devi, Headmistress Government Girls High School, Annantnag.
10. Staff of Government Girls High School, Annantnag.

*B. Institutions Visited*

1. H. L. H. R. Secondary School for Girls, Nawakadal, Srinagar.
2. Amira Kadal Government Girls High School, Srinagar.
3. Teachers Training College, Srinagar.
4. Government Girls High School, Annantnag.

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**Himachal Pradesh**

**Member—Shri P. N. Mathur.**

*Places Visited:*—20th and 21st August 1958—Simla, Solan.

*A. Discussions with Individuals*

1. Raja Bajrang Bahadur Singh Bhadri, Lt. Governor, Himachal Pradesh, Simla.
2. Shri K. L. Sethi, Director of Education, Simla.
3. Shri H. P. Kulshreshtha, Assistant Director of Education, Simla.
4. Shri G. D. Saklani, Secretary (Finance), Himachal Pradesh Administration, Simla.
5. Shri Karam Singh, Chairman, Himachal Pradesh Territorial Council, Simla.
6. Chief Executive Officer, Himachal Pradesh Territorial Council, Simla.
7. Principal Education Officer, Himachal Pradesh Territorial Council, Simla.
8. Lady Supervisor of Girls Schools, Himachal Pradesh Territorial Council, Simla.
9. Miss Das Gupta, Principal, Teachers Training College for Women, Simla.
10. Headmistress, Lady Irwin Girls High School, Simla.

11. Headmistress, Government Girls High School, Simla.
12. Director of Education, Himachal Pradesh.
13. Headmistress, Lakshmi Devi Government Girls High School, Solan.
14. Staff members of the Government Girls School, Solan.

**B. Institutions visited**

1. Government Training College for Women, Simla.
2. Adult Women Social Education Centre, Simla.
3. Lady Irwin Girls School, Simla.
4. Lakshmi Devi Jain Government Girls High School, Solan.
5. Government Girls High School, Simla.

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**Punjab**

**Chairman:**

**Places Visited:**—30th, 31st August, 3rd, 4th and 5th October 1958—Narnaul, Dadri, Chandigarh, Rewari, Hissar and Rohtak.

**A. Meetings and Addresses**

1. Meeting with the Education Minister, Punjab, Education Secretary, Director of Education and other officials of the State Government, Chandigarh.
2. Meeting with the Chief Inspectress of Schools and other women Inspectors, Chandigarh.
3. Meeting the Chairman and members of the Punjab State Social Welfare Advisory Board, Chandigarh.
4. Meeting the Chairmen and staff of the Project Implementing Committees at Chandigarh.
5. Address the women social workers and teachers at Rewari.
6. Address the social workers and teachers at Dadri.
7. Address the women teachers and educationists at Government School, Hissar.
8. Address a public meeting at Hissar.
9. Address the women teachers and educationists at Rohtak.

**B. Institutions Visited**

1. Bhagwat Bhakti Ashram, Rewari.
2. Ahir College, Rewari.
3. Mandola Centre of Dadri Project, Mandola.
4. Sanatan Dharam High School, Hansi, Dt. Hissar.
5. Fatehchand College for Women, Hissar.
6. Janta Sudhar Committee, Rohtak.
7. Child Welfare Society, Rohtak.
8. Sanjarwas Centre of the Dadri Project.
9. B. S. Sewing and Adult Education Classes.



Member—Shri P. N. Mathur.

*Places Visited:*—19th, 22nd and 23rd August, 1958—Chandigarh, Jullundur, Amritsar.

*A. Discussion with Individuals*

1. Shri Pratap Singh Kairon, Chief Minister, Punjab.
2. Shri Amarnath Vidyalkar, Education and Labour Minister, Punjab.
3. Shri B. S. Manchanda, Secretary to the Government, Education Department, Punjab.
4. Shri Verma, Director of Public Instructions, Chandigarh.
5. Shri Narang, Registrar, Punjab University, Chandigarh.
6. Officers, Education Department, Chandigarh.
7. Shri V. S. Mathur, Principal, Teachers Training College, Chandigarh.
8. Shri I. S. Jull, Divisional Inspector of Schools, Jullundur.
9. Shri K. N. Datta, Principal, Government Training College, Jullundur.
10. Shri Badri Nath Chadda, Rtd. Prof. of English, Jullundur.
11. Miss K. Saigal, District Inspectress of Schools, Jullundur.
12. Mrs. Kumar, Inspectress of Schools, Jullundur.
13. Mrs. Veena Manjeet Singh, Headmistress, Fantonganj Girls High School, Jullundur.
14. Shri H. K. Nizaman, Dy. Inspector of Schools, Jullundur.
15. Shri K. L. Bhal, Dy. Inspector of Schools, Jullundur.
16. Miss M. Sen, Dy. Inspectress of Girls School, Jullundur.
17. Shri S. Harcharan Singh, Secretary, District Board, Amritsar.
18. Shri S. Gurbachan Singh Bedi, District Inspector of Schools, Amritsar.
19. Miss Hasija, District Inspectress of Schools, Amritsar.
20. Shri S. Harbant Singh, M.A., Ph.D., Principal, Khalsa College, Amritsar.
21. Mrs. Puri, Principal, Saraswati Training College for Women, Amritsar.
22. Shri S. Sujan Singh, Principal and Manager, S.G.G.S. Khalsa High School, Sirahali (Amritsar).
23. Shri G. R. Sethi, Journalist and Representative, A.P.I., Amritsar.

*B. Institutions Visited*

1. Teachers Training College, Chandigarh.

Manipur

Member—Dr. Phulrenu Guha.

*Places Visited:*—29th August to 3rd September, 1958—Keisamthong, Singjamee, Kakching Khundrakpan Turibari, Kangpaji, Kirthanmanhi, Motobung Churachandpur.

*A. Meetings and Addresses*

1. Public meeting at Khandrakpan.

2. Public meeting at Konlthryan.
3. Public meeting at Turibari.
4. Public meeting at Kakching.

**B. Discussions with Individuals**

1. Mrs. Vimla Raina, Imphal.
2. Shri D. M. Deva Sarma, Chairman,
3. Shri S. Krishnamohan Singh, Vice-Chairman, State Board Imphal.
4. M. K. Shri P. B. Singh, Member, State Board Imphal.
5. Rajkumari Mukhra Devi, Member T.C. Imphal.
6. Mrs. S. Ibetomti Deve, Member-Secretary, State Board, Imphal.
7. Mrs. Akim Augual, Member, State Board, Imphal.
8. Shri N. G. Tompak Singh, Ex-M.P., Imphal.
9. Shri L. Mahinhar Singh, Principal Officer, Education T. C., Imphal.
10. Director of Education, Imphal.
11. Chairman, Manipur State Social Welfare Advisory Board, Imphal.
12. Secretary, State Social Welfare Advisory Board.
13. District Inspector (Valley).
14. District Inspector (Hills).
15. 5 Headmistresses of Girls' Schools.
16. 7 Headmasters of Boys' Schools (where girls are admitted).

**C. Institutions Visited**

1. Keicamthong Girls' M.E. School.
2. Singjamal Girls' High School.
3. Ibotonsama Girls' High School.
4. Wangkhei Girls' M.E. School.
5. Wangkhei Boys' M. E. School.
6. Kakching High School.
7. Kakching L. P. School.
8. Tamphasana Girls' school.
9. Khulenlop Angonbi Girls' school.
10. Rajakumari Premamoyee cooperative welfare society Ltd.
11. Zelengrong Women's Organisation.
12. Khothoujam Social Welfare Centre.
13. Turibari Social Welfare Centre.
14. Kangookpi M. E. School.
15. Keithelmanbi U.P. School (Government).
16. Motbung M. E. School.
17. Churachandpur Social Welfare Centre.
18. Churachandpur M. E. School.

## Tripura

Member—Dr. Phulrenu Guha.

*Places Visited*:—3rd to 5th September 1958—Agartala, Bometia and Arundhuti.

*A. Meetings and Addresses*

1. Public meeting at Bometia.
2. Public meeting at Arundhuti.

*B. Discussions with Individuals*

1. Chief Commissioner, Tripura.
2. Chairman, Tripura Territorial Council.
3. Principal, Tripura College.
4. Secretary, Education Department, Tripura.
5. Five Headmistresses of High Schools, Tripura.
6. Four Headmasters of High Schools, Tripura.
7. Chairman, Secretary and members.
8. Principal, Training College, Tripura.
9. Sri Sangha Mitra Chatterjee, Tripura.
10. Women members, Tripura Territorial Council.
11. Principal Officer, Education, Tripura.

*C. Institutions Visited*

1. Basic Training College.
2. Experimental Model School.
3. Craft Teacher's Training Centre.
4. B. K. Senior Basic School.
5. M. T. Girls' Higher Secondary School.
6. M. B. B. College.
7. Orphanage at Ram Krishna Sadhna Kutir Atur Ashram.
8. Five centres of Arundhutinagar Welfare Extension Project and Social Welfare Centres.
9. Industrial Training Institute.
10. Vocational Centre of Rehabilitation Department.
11. Doll making centre of Rehabilitation Department.
12. Bain Vidyapith.
13. Netaji Subhas Vidyanyiketan.
14. Bardowali High School.
15. Rampur Female Education Centre.
16. Taranagar Social Education Centre.
17. Two Centres of Bometia Project.

## Assam

Member—Dr. Phulrenu Guha.

*Places Visited.*—12th September 1958 to 19th September 1958—Gauhati, Sarania, Shillong, Nowganj, Jorhat, Sibsagar, Dibrugarh.

*A. Discussions with Individuals.*

1. Principal and staff, Raha Basic Training Centre, Nowganj.
2. Secretary, Headmistress, Salmore Government aided School, Nowganj.
3. Headmistress and staff, Jorhat Girls aided school.
4. Headmistress and staff Government Girls School, Dibrugarh.
5. Principal, Sibsagar College.
6. Smt. Usha Bardakur, M.L.A.
7. Smt. Joytsna<sup>1</sup> Dutta, M.L.A.
8. Chairman, Social Welfare Board, Gauhati.
9. Inspector of Schools, Gauhati.
10. Social Education Officer, Gauhati.
11. Sita Amal Prova Das, Gauhati.
12. Dr. Tilottama Ray Chaudhury, Gauhati.
13. Basic Education Officer, Shillong.
14. Headmistress of schools, Shillong.
15. Smt. Raja Bala Das, Gauhati.
16. District Inspector of schools, Nowganj.
17. Chairman District Board, Nowganj.
18. President, Mahila Samiti, Jorhat.
19. Chairman, School Board, Jorhat.
20. District Inspector, Jorhat.
21. President, Mahila Samiti, Sibsagar.
22. Secretary, Mahila Co-operative Society, Sibsagar.
23. Chairman, Implementing Committee, Dibrugarh.
24. Chairman, School Board, Dibrugarh.

*B. Institutions Visited*

1. State Home for rescued women, Gauhati.
2. K. G. N. M. Trust Gram-sevika Vidyalaya Saram.
3. S. E. N. G. Khashi School, Shillong.
4. Government Girls H. E. School, Shillong.
5. Lady Kenne Girls' School, Shillong.
6. Lady Reid Basic Training Centre, Shillong.
7. Khasia Joyantia Welfare Project Centre, Sohryngghju, Shillong.
8. Assam Hindu Mission, Shillong.
9. Ramakrishna Mission, Shillong.
40. Mahila Silpanustan, Gauhati.

11. Raha Basic Training Centre, Nowganj.
12. One centre of copila N. E. S. Block, Nowganj.
13. Raha High School, District Nowganj.
14. Dimau M. V. School, Nowganj.
15. Salmora Government aided M. E. School, Nowganj.
16. Sardar Ballav Patel M. V. School, Nowganj.
17. Swarajganj Basic School, Nowganj.
18. Chalchali M. E. School, Nowganj.
19. Chalchali Lower Primary School for Girls, Nowganj.
20. Puram Gudam Girls' H. E. School, Nowganj.
21. Two centres of Chalchali Welfare Project, Nowganj.
22. Chalchali Mahila Samiti, Nowganj.
23. Missionary Girls' School, Nowganj.
24. Nowganj Girls High School, Nowganj.
25. Government Girls' M. E. School, Jorhat.
26. Government Girls' H. C. School, Jorhat.
27. Normal School (Training), Jorhat.
28. B. T. & L. T. Training College, Jorhat.
29. Jorhat Girls' Aided School, Jorhat.
30. Home Science Wing, Jorhat.
31. Debi Charan Girls' College, Jorhat.
32. Sibsagar College, Sibsagar.
33. Government Girls' School, Dibrugarh.
34. Girls' M. E. School, Dibrugarh.
35. Assam Medical College, Dibrugarh.
36. D. H. S. K. College, Dibrugarh.
37. Mahila Samiti, Dibrugarh.
38. Gangan Centre of Tinsukia Welfare Extension Project, Dibrugarh.
39. Victoria Girls' School, Dibrugarh.

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### Madhya Pradesh

#### Chairman:

*Places Visited:*—17th to 24th September, 1958—Gwalior, Bhopal, Ujjain, Indore and Ratlam.

#### A. Meetings and Addresses

1. Meeting with the Education Minister, Women M.L.As. and educationists at Bhopal.

2. Meeting with the Education Minister, Education Secretary, Director of Education and other officials of the Education Department, Bhopal.

3. Meeting with the Educationists, teachers and social workers at Bhopal.

4. Meeting with the Chairman and Members of the Madhya Pradesh State Social Welfare Advisory Board, Bhopal.

5. Meeting with the Chairmen of the Project Implementing Committees and *Mukhya Sevikas* of the WEPs.

6. Address the women teachers, educationists and social workers at Kamalaraja Girls College, Gwalior.

7. Address the women teachers, students of the Maharaja Girls College Gwalior.

8. Meeting the women teachers and educationists at Inter College, Ujjain.

9. Address at the foundation stone laying ceremony of the Degree College, Ujjain.

10. Address the trainees at the Kasturba Gandhi National Memorial Trust, Indore.

11. Address at the inauguration ceremony of the WEP at Namle Centre, Ratlam.

12. Address the villagers at the Rangavasa Project Centre.

13. Press Conference at Bhopal.

### 3. *Discussions with Individuals*

1. Chief Minister, Madhya Pradesh.

### 2. *Visits to Institutions*

1. Janakgunj High School, Gwalior.
2. Arts School, Gwalior.
3. Maharani Girls Middle School, Gwalior.
4. Gajraja High School, Gwalior.
5. Gorkhe Hindi Vidyapeeth, Gwalior.
6. Madhav Ananthallaya, Gwalior.
7. Madhav Andashram, Gwalior.
8. Mahila Mandal, Gwalior.
9. Nari Kalyan Samiti, Gwalior.
10. Scindia Kanya Vidyalaya, Gwalior.
11. Aron Centre of the Gwalior Welfare Extension Project.
12. Tatya Tope Nagar Girls School, Bhopal.
13. Cambridge High School, Bhopal.
14. Bhabai Ali Primary School, Bhopal.
15. Sultania Girls High School, Bhopal.
16. Maharani Radhabai Middle School, Bhopal.
17. Basic Primary School, Balkhanda.
18. Primary School, Narwar.
19. Primary School, Datana-Matana.
20. Jeewan Vikas Sangh, Ujjain.
21. Mahila Mandal, Ujjain.
22. Bohra Samaj, Ujjain.
23. Deaf and Dumb School, Indore.

24. T. B. Patients Rehabilitation Centre, Indore.
25. Rangavasa Project Centre of Indore WEP.
26. Primary School, Rangavasa.
27. Bal-Niketan, Pre-Primary School, Indore.
28. Nakle Centre of Ratlam Project.

### Rajasthan

Chairman:

*Places Visited:*—26th to 30th October, 1958—Ajmer, Udaipur.

#### A. Meetings and Addresses

1. Meeting with the Deputy Minister, Education, Education Secretary Director of Education and other officials of the Education Department and teachers, at Udaipur.
2. Address a meeting of the social workers, teachers and educationists at Masuda House, Ajmer.
3. Meet the Chairman and members of the Ajmer Project Implementing Committee at Ajmer.
4. Meeting the social workers and teachers at Udaipur.

#### B. Institutions Visited

1. Adult Education Centre of Mayo College, Ajmer.
2. Nandla Centre of Anker WEP.
3. Foundation stone laying ceremony of Nandla Project Centre.
4. Rajasthan Mahila Vidyalaya, Udaipur.
5. Art Festival at Lohera Village by Vidya Bhawan, Udaipur.
6. Rajasthan Mahila Parishad, Udaipur.
7. Mahila Mandal.
8. Rajsamand Centre of Udaipur Project.
9. Vidya Bhawan Institutions at Udaipur.

**The National Committee on Women's Education.**  
28th to 30th October, 1958.

#### Meeting at Udaipur

#### A. Conference with:—

1. The Deputy Minister for Education.
2. The Chief Secretary.
3. The Education Secretary.
4. Director of Education.
5. Assistant Director of Education.
6. Principals of Women's Colleges.
7. Inspectresses and Inspectors.
8. Heads of Secondary Schools.

9. The Despatch of 1854 found that non-official effort had nursed the new-born education of women satisfactorily in spite of lack of support from the State. In Madras, the existence of 256 girls' schools with a total enrolment of about 8,000 of whom 1,110 were in boarding schools was reported. Most of this activity, however, was under the auspices of the missions. In Bombay, the Despatch found 65 girls' schools with an enrolment of about 6,500 pupils. In Bengal, it recorded the existence of 288 schools for girls with an enrolment of 6,869 pupils. In the North-Western Provinces and Oudh, the Despatch found only 17 girls' schools with 386 pupils, all conducted by missions. In the Punjab, the traditional education of women had continued as indigenous effort and the modern type of girls' schools had just begun to come into existence. This is not a bright picture by any means. But it is a great contrast to the conditions that existed at the opening of the nineteenth century.

10. The Second Phase (1854-82)—With the Despatch of 1854, the education of women enters a new phase. The primary responsibility for its development still lay upon non-official effort—missionary or Indian. But the State was no longer indifferent; it promised financial assistance and even direct action, if necessary.

11. Unfortunately, the enthusiasm with which the Despatch of 1854 accorded its support to the education of women was greatly undermined by the disturbances of 1857 which were followed by an emphatic declaration of the policy of social and religious neutrality by Her Majesty the Queen, and Lord Stanley's Despatch of 1859 sounded a more cautious note when it observed that "both the difficulties and the importance of female education are adequately appreciated by the officers of the Department of Education", and invited the views of the Governor-General-in-Council as to "the nature and degree of the influence which may safely and properly be exerted by the officers of the Department of Education to promote the extension of schools for females." The official effort in support of the education of women was, therefore, slow to expand and not much was achieved till about 1870.

12. The establishment of municipalities and the levy of the local fund cess were major events in the history of primary education; and they gave a great fillip to the development of the education of women also. The municipalities were local bodies and included the representatives of the Indian people. Unlike the British Government, therefore, they had no hesitation in expending money for the establishment and maintenance of girls' schools. The same could be said of the Local Fund Committees or Boards which were established for rural areas. "It is true that the zeal of these local bodies for the cause of women's education was not uniform



**B. Meeting with:—**

1. Dr. K. L. Shrimali, Union Minister of Education.

**C. Institutions Visited**

1. Mahila Vidyalaya.
2. Mahila Parishad.
3. Mahila Mandal.
4. Institutions of Vidya Bhavan.
5. Art festival, Lohna village.

**Member.—**Shri P. N. Mathur.

**Places Visited.**—18th July 1958 to 21st July 1958.—Pilani, Sardar Sahar, Bikaner and Jodhpur.

**A. Discussion with Individuals**

1. Shri Shukdeo Pandey, Secretary, Birla Education Trust, Pilani.
2. Shrimati Deoki Amma, Principal, Birla Arts College, Pilani.
3. Mrs. K. Kant, Headmistress, Balika Vidyapith, Pilani.
4. Shri Kanhiyalal Sahal, Head of Hindi Department, Birla Arts College, Pilani.
5. Shri Ram Krishna Sharma, (Khadarji) Headmaster, Birla Montessori Bal. Mandir, Pilani.
6. Shri R. Raman, Headmaster, Montessori High School, Pilani.
7. Pt. Milkhi Ram, Registrar, Gandhi Vidya Mandi, Sardar Sahar.
8. Shri J. N. Kaul, Principal, Teachers Training College, Sardar Sahar.
9. Acharya, Ayurvedic College, Sardar Sahar.
10. Shrimati Shantidevi Jain, Headmistress, Government Girls Middle School, Sardar Sahar.
11. Shri Mohanlal Jain, Secretary Balika Vidyalaya, Sardar Sahar.
12. Shri Raghubar Dayal Goel, Advocate, Bikaner.
13. Shri Jagannath Singh Mehta, Director of Education, Rajasthan, Bikaner.
14. Shri Ramprasad Srivastava, Joint Director of Education, Bikaner.
15. Shri Ram Gopal Gupta, Deputy Director of Basic Education Bikaner.
16. Shri B. G. Tewari, Deputy Director of Education, Bikaner.
17. Shri Chaturvedi, Principal, Teachers Training College, Bikaner.
18. Shrimati Ram Piyari Devi, Principal, Maharani Sudarshan College, Bikaner.
19. Shri M. R. Paliwal, Vice-Principal, Teacher Training College, Bikaner.
20. Shri S. S. Sankhyadhar, Assistant Director of Education (Admn.) Bikaner.
21. Shri Suraj Prakash, Assistant Director of Education (Planning) Bikaner.

22. Shri R. C. Kalla, Inspector of Schools, Bikaner.
23. Shrimati Tankha, Headmistress, Maharani Girls High School, Bikaner.
24. Miss Kanta Sud, Lecturer, Teachers Training College, Bikaner.
25. Shri Ramanand, Deputy Inspector of Schools, Bikaner.
26. Mrs. David, Deputy Inspectress of Girls Schools, Bikaner.
27. Shrimati Ratan Devi Dammani, Secretary, Mahila Mandal, Bikaner.
28. Shri Banshidhar Sharma, Bal Niketan, Jodhpur.
29. Mr. Roy, Inspector of Schools, Jodhpur.
30. Shri Achleshwar Prasad Sharma, Editor, 'Prajā Sevak', Jodhpur.
31. Shri Vimalchand Bhandari, Jodhpur.
32. Miss Shanta Bhandari, Principal, Girls Higher Secondary School, Jodhpur.
33. Deputy Inspectress of Girls Schools, Jodhpur.

#### B. Institutions Visited

1. Birla College of Engineering, Pilani.
2. Birla Arts College, Pilani.
3. Birla Montessori Bal Mandir, Pilani.
4. Birla Balika Vidyapith, Pilani.
5. Birla Science College, Pilani.
6. Montessori High School, Pilani.
7. Birla High School, Pilani.
8. Gandhi Vidya Mandir, Sardar Sahar.
  - (a) Shishu Vidyalaya.
  - (b) Teachers Training College.
  - (c) Ayurvedic College.
9. Government Girls Middle School, Sardar Sahar.
10. Balika Vidyalaya, Sardar Sahar.
11. Mahila Mandal, Bikaner.
12. Girls Primary School, Rani Bazar, Bikaner.
13. Sursagar Girls Middle School, Bikaner.
14. Maharani Girls High School, Bikaner.
15. Bal Niketan, Jodhpur.
16. Samaj Kalyan Kendra, Pal, Jodhpur.
17. Girls Higher Secondary School, Jodhpur.

**Member.**—Shrimati Kulsum Sayani.

*Places Visited:*—1st to 3rd November 1958—Ajmer, Jaipur, Banasthali.

#### A. Meetings and Addresses

A meeting of teachers and Education Officers, Jaipur.

## B. Institutions Visited

1. The Government Ajmer College.
2. The Maharani College, Jaipur.
3. The Maharani Public School for Girls, Jaipur
4. Banasthali Vidyapith.

## West Bengal

### Chairman:

*Places Visited:*—10th December and 15th December 1958—Calcutta.

### A. Meetings and Addresses

1. Meeting with the Education Minister and others present.
  - (i) Assistant Director of Public Instruction and Officer of Women's Education.
  - (ii) Chief Inspector, Women's Education.
  - (iii) Chief Inspector, Primary Education.
  - (iv) Chief Inspector, Secondary Education.
  - (v) Chief Inspector, Social (Adult) Education.
  - (vi) Dr. (Mrs.) Phulrenu Guha, Member, NCWE.
2. Address the educationists and social workers at Gokhale Memorial School, Calcutta.
3. Meeting the representatives of the Teachers' Associations.
 

Urmila Saha, Headmistress, Headmasters' Association.

Shrimati Nilima Sen, All Bengal Teachers' Association.

Shrimati Anila Debi, All Bengal Teachers' Association.

Shri Satyapriya Roy, General Secretary, All Bengal Teachers Association.

Shri Manmathanath Adhikari (W.B.P.T.A.).

Shri Birendranath Bhattacharya, West Bengal Teachers' Association.

Tara Lahiri (West Bengal Teachers Association).

Sahita Sarkar Ghose (West Bengal Teachers' Association).
4. Meet the Chairman and Members of the West Bengal State Social Welfare Advisory Board, Calcutta.
5. Meet the Chairmen of the Project Implementing Committees in West Bengal.

### B. Institutions Visited

1. Gokhale Memorial Girls School.

*Member.*—Dr. Phulrenu Guha.

*Places Visited:*—Burdwan, Malda, West Dinajpur, Raigunje, Jalpaiguri, Darjeeling, Cooch Behar, Midnapore, Howrah, 24 Parganas and Calcutta.

### A. Meetings

1. Public meeting at Calcutta.
2. Meeting of women at Calcutta.

### B. Discussions with Individuals

1. Shrimati Labanya Prabha Dutta, M.L.C., Calcutta.
2. Shrimati Santi Das, M.L.C., Calcutta.
3. Shrimati Anila Devi, M.L.C., Calcutta.
4. Dr. M. N. Chakrabarty, M.L.C., Calcutta.
5. Shrimati Amiya Datta Gupta, Headmistress, Girls' High School, Raigunje.
6. Shrimati Sova Ray, Headmistress, Government Girls School, Balurghat.
7. Shrimati Puspamoyee Bose, Headmistress, Ballygunje Siksha Sadan, Calcutta.
8. Sri Satya Priya Ray, Headmaster, Kalidhan Institutions, Calcutta.
9. Shrimati Nalini Dass, Principal, Teachers' Training College.
10. Shrimati Kalyani Karlekar, In-charge of Extension Service.
11. Shrimati Suprava Choudhury, Principal, Victoria College, Calcutta.
12. Sri A. Bose, Principal, Burdwan Women's College, Burdwan.
13. Dr. Sati Ghosh, Professor, Lady Brabourne College, Calcutta.
14. Shrimati Sadhana Bhattacharya, Sanchalika, Siksha Niketan, Burdwan.
15. Shrimati Mira Dutt Gupta, Educationist.
16. Sri Bijoy Bhattacharyya, Educationist.
17. Sri Mohit Mohan Banerjee, Teacher, Bally Boys School, Calcutta.
18. Secretary, Education Department, West Bengal.
19. Assistant Director of Public Instruction, West Bengal.
20. Chief Inspector of Women's Education, West Bengal.
21. Development Commissioner, Joint Development Commissioner and other Officers of the Department.
22. School Board, Jalpaiguri.
23. School Board, West Dinajpur.
24. School Board, Malda.
25. School Board, Burdwan.
26. Head Masters' Association.
27. All Bengal Teachers' Association.
28. West Bengal Teachers' Association.
29. All India Women's Conference.
30. Chairman, West Bengal Social Welfare Advisory Board.

### C. Institutions Visited

1. Darjeeling Welfare Extension Project.
2. Resfh Primary School, Darjeeling.

3. Mangpoo Divisional Primary School, Darjeeling.
4. Simley Primary School, Darjeeling.
5. Sillong Primary School, Darjeeling.
6. Saraswati Junior High School, Darjeeling.
7. Jalpaiguri Welfare Extension Project.
8. Cooch Behar Welfare Extension Project.
9. Paneswar Khapsha High School, Kaljani, Cooch Behar.
10. Kasaldanga Government Primary School, Cooch Behar.
11. Takagachi Primary School, Cooch Behar.
12. Malda Welfare Extension Project.
13. West Dinajpore Welfare Extension Project.
14. Joka Bishnupur Welfare Extension Project.
15. Madhyamgram Kalyan Samiti, 24-Parganas.
16. Gramseva Sangha, 24-Parganas.
17. The Refuge, Calcutta.
18. A.I.W.C. South Industrial Centre, Calcutta.
19. Silpa Kala Siksha Bhawan, Calcutta.
20. All Bengal Women's Union Children Home, Calcutta.
21. Nari Siksha Samiti, Calcutta.
22. Saraj Nalini Dutta Memorial Association, Calcutta.
23. Save the Children's Committee, Calcutta.
24. Howrah Balika Silpa Bhawan, Howrah.
25. Gopal Smriti Pathagar, Mahisadal, Midnapore.
26. Siksha Niketan, Burdwan.
27. Kasturba Gandhi National Memorial Trust, Midnapore.

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### Orissa

#### Chairman:

*Places Visited: 11th to 14th December 1958—Bhubaneswar, Cuttack and Berhampur.*

#### A. Meetings and Discussions

1. Meeting with the officials of the Education Department, Present Secretary Education Department, D.P.I., Principal, Ravenshaw College, Principal, Shailabala Women's College, Inspectresses of Schools. Secretary, Thompson Training School.

2. Address the social workers at the opening of Urban Welfare Extension Project, Cuttack.

3. Address at the Civil Reception by the Berhampur Municipality, Berhampur.

4. Address the Members of the State Social Welfare Advisory Board, Chairman of the Project Implementing Committees, Orissa.

#### B. Discussion with Individuals

1. Chief Minister of Orissa, Bhubaneshwar.
2. Education Minister, Orissa, Bhubaneshwar.

### C. Institutions Visited

1. Arjapalli Centre of the Chatrapur Welfare Extension Project.
2. S.E.O. Training Centre, Gopalpur.
3. Girls High School, Berhampur.
4. Utkat Bal Ashram, Berhampur.
5. Khallikote College, Berhampur.
6. Andhra Mahila Samaj, Berhampur.
7. Andhra Vijnana Mitra Mandali, Berhampur.
8. Amber Vidyalyaya, Bhubaneswar.

Member.—Dr. Phulrenu Gulia:

*Places Visited*:—17th August 1958 to 22nd August, 1958—Puri, Cuttack, Bhubaneswar, Biraparapur, Archil and Bodhpur.

#### A. Meetings and Addresses

1. Public meeting at Bir Pratapnagar, District Puri.
2. Public meeting at Bodhpur, District Cuttack.
3. Public meeting of women organised by Nari Sewa Sangha, Cuttack.

#### B. Discussions with Individuals

1. Shri G. C. Satpathy, Secretary, Education Department. Sri Radhanath Rath, Minister, Community Development (Ex-Minister, Education) Cuttack.

3. Prof. B. C. Das, D.P.I., Cuttack.

4. Sri H. Misra, Special Officer, Secondary Education and Vice President, Board of Secondary Education, Cuttack.

5. Prof. B. N. Rath, Principal, Radhanath Training College, Cuttack.

6. Sri R. S. Senapati, Inspector of Schools, Central Circle, Cuttack.

7. Sri B. Misra, Deputy Director of Public Instruction (Planning) Orissa.

8. Sri N. Nayak, Deputy Director of Public Instruction (Primary and Basic) Orissa.

9. Miss B. Mahanty, Inspectress of Schools, Orissa.

10. Chairman, State Social Welfare Advisory Board.

11. Chairman, Project Implementing Committee, Cuttack.

12. Chairman, Project Implementing Committee, Puri.

13. Principal, Women's College.

14. Seven Headmistresses of High Schools.

15. Two Principals of Training Colleges.

16. Secretary, Nari Seva Sangha.

17. Chairman, Small Savings Campaign.

### C. Institutions Visited

1. Bidhaha Ashram, Puri.
2. Mahila Kuteera Silpa, Puri.
3. Nilachala Siksha Ashram, Puri.
4. Bira-Pratappur Samaj Mangal Kendra (Adult Education).
5. Satyabadi Primary School, Sakhigopal.
6. Home Economic Training Centre, Bhubaneswar.
7. Capital High School, Bhubaneswar.
8. Bodhpur Social Welfare Centre P.I.C. Cuttack.

9. Paikerbati Sub-Centre of Bodhpur.
10. Archil Welfare Centre.
11. Kandarpur Centre.
12. Ravenshaw Girls High School, Cuttack.
13. Buckley Girls High School, Cuttack.
14. Buckley Primary School, Cuttack.
15. Thompson Training School, Cuttack.
16. Women's Training Institution along with Practising M. E. School, Cuttack.
17. Chandnichauk 'Girls' U.P. School, Cuttack.
18. Dagarpara Mixed U.P. School, Cuttack.
19. Manisingpatna Mixed U.P. School, Cuttack.
20. Municipal Model U.P. School Cuttack.
21. Nari Seva Sangha, Cuttack.
22. Public meeting of Women Organisation by Nari Seva Sangha, Cuttack.
23. Adult literary centre for men, Cuttack.
24. Nahathanga N. E. S. Block, Cuttack.
25. Biribati Centre, P.I.C. Cuttack.

### Bihar

#### Chairman:

*Places Visited:*—16th to 19th December, 1958—Patna, Monghyr, Lakhisarai and Bhagalpur.

#### A. Meetings and Addresses

1. Meeting with the Education Department officials, Education Secretary, Director of Education and Women Teachers of the Patna University at Patna.
2. Meet the Women Teachers and Educationists at Patna.
3. Meet the Chairman and members of the Bihar State Social Welfare Advisory Board, Patna.
4. Meet the Social Workers and Teachers at Bhagalpur.
5. Address the Women Teachers at Sundervati Mahila College.

#### B. Visits to Institutions

1. Lakhi Sarai Vidyapith, Lakhi Sarai.
2. Sri Krishna Seva Sadan, Monghyr.
3. Monghyr College, Monghyr.
4. Nath Nagar Welfare Extension Project.
5. Navyug Vidyalaya, Bhagalpur.
6. Sundervati Mahila College, Bhagalpur.
7. Mahila Charkha Sangh, Patna.
8. After-Care Home, Patna.
9. B. N. R. Training College.

#### C. Discussions with Individuals

Deputy Minister, Social Welfare

Member:—Mrs. Zahara Ahmed.

*Places Visited.*—8th to 15th September 1958 and 7th to 14th October, 1958—Deoghar, Dumka, Bhagalpur, Monghyr, Lakhisarai, Patna, Arrah, Hazaribagh, Ranchi, Tatanagar.

#### A. Meetings and Discussions.

1. Miss E. Shital, District Inspectress of Schools, Gaya and Shahabad, Gaya.

2. Shrimati Brajbala Devi, Arrah.
3. Mrs. Phillips Swattelle Memorial School, Arrah.
4. Shrimati Jharna Ghose, Government Girls' High School, Arrah.
5. Shrimati Rani Sen Mazumdar, Government Girls' High School, Arrah.
6. Shrimati Sulochana Prasad, Government Girls' High School, Arrah.
7. Mrs. S. Benjamin, Government Girls' High School, Arrah.
8. Mrs. Sharda Sahaya, Government Girls' High School, Arrah.
9. Shrimati R. Devi, Government Girls' High School, Arrah.
10. Shrimati Savitri Asthana, Shree Jain Bala Vishram Girls' High School, Arrah.
11. Mrs. M. Kishore, Lady Principal, Government Girls' High School, Arrah.
12. Sri D. D. Upadhya, Headmaster, Sri Jain Bala Vishram Girls' High School, Arrah.
13. Sri S. B. Prasad, Headmaster, Government Zila School Arrah.
14. Sri Charucharan Kumar, Headmaster, Jain High School, Arrah.
15. Sri Jagannath Singh, Headmaster, Kashtriya High School.
16. Sri Ram Naresh Lall, Headmaster, Arrah Town School.
17. Sri Vishnu Shankar, M.L.C.
18. Shi Subodi Kumar Jain, Secretary, Jain Bala Vishram Girls High School, Arrah.
19. Sri S. W. Haider Bilgramin, Maulvi, Government Girls' High School, Arrah.
20. Sri Jugmohan Prasad, Deputy Superintendent of Education, Arrah.
21. Mrs. Monica Roy, Lady Principal, Government Girls' High School, Hazaribagh.
22. Mrs. Urmila Prasad, Assistant Lady Principal, Government Girls' High School, Hazaribagh.
23. Mother M. Stella Ac., Principal, Mount Garmel School, Hazaribagh.
24. Sister M. Paula Ac., Vice-Principal, Mount Garmel School, Hazaribagh.
25. Miss. Indubala Das, Social Education Instructor, Morrah Centre.
26. Mrs. K. Goswami, Headmistress, Girls' Middle School Hazaribagh.
27. Miss. Nollie Dundung, Chief Welfare Organiser, Meru Welfare Extension Project.
28. Shri Ramprakash Lal.
29. Khan Bahadur Quadir Buksh Khan, Advocate, Hazaribagh.
30. Shri N. N. Dutta, District Superintendent of Education Hazaribagh.
31. Shri Birendra Singh, District Inspector of Schools, Hazaribagh.
32. Sub-Inspector of School, Hazaribagh.
33. Miss J. F. Wyli, Principal, St. Kiron's Girls High School, Hazaribagh.



34. Mrs. D. K. Singh, Headmistress, St. Kiron's P. Girls' High School.
35. Shrimati Aparna Dhar, Social Education Instructor.
36. Shri. S. N. Sahay, Retired Deputy Collector, Hazaribagh.
37. Shri Kameshwar Prasad Bakshi, Pleader, Hazaribagh.
38. Shri Amal Krishna Basu, Pleader, Hazaribagh.
39. Miss. S. Das, District Inspectress of School, Hazaribagh and Santhal Parganas.
40. Sri Krishna Ballabh Sahay, Ex-Revenue Minister, Hazaribagh.
41. Mrs. Mamala Subramanian, Chairman, Welfare Extension Project, Hazaribagh.
42. Sri B. N. Dutt, Principal, St. Paul's High School, Ranchi.
43. Sri. K. K. Mukharjee, Headmaster, L. K. B. V. High School, Ranchi.
44. Sri P. K. Mukharjee, Assistant Administrative Officer, N.C.C., Ranchi.
45. Sri. J. Barla, Principal, Gossner High School, Ranchi.
46. Sri Ramayan Singh, Inspector of Schools, Chotanagpur.
47. Sri Rajeshwari Prasad, Headmaster, Balkrishna High School, Ranchi.
48. Shrimati Ganguli, Headmistress, Doranda Girls' High School, Ranchi.
49. Mrs. T. Choudhury, District Inspectress of Schools, Ranchi.
50. Mrs. B. Prasad, Principal, Women's College, Ranchi.
51. Mrs. Shanti Raman, Lady Principal, Government Girls' High School, Ranchi.
52. Shrimati A. Sen, Headmistress, Chotanagpur Girls' High School, Ranchi.
53. Shrimati S. M. Bodra, Headmistress, Bethesda Girls' High School, Ranchi.
54. Mrs. M. Palit, Ratu Road Educationist, Ranchi.
55. Mrs. A. D. Shahaya, Social Worker and Educationist, Ranchi.
56. Miss. B. Lahari, Assistant Administrative Officer, N. C. C., Ranchi.
57. Shri G. Nizamuddin, Maulvi, Government Girls' High School, Ranchi.
58. Shrimati Gouri Bhaduri, Assistant Teacher, Government High School, Ranchi.
59. Shrimati Bithika Guha Sarkar, Bengali Teacher, Government Girls' High School, Ranchi.
60. Mrs. Ranan, Chairman, Welfare Extension Project, Chulday, Ranchi.
61. Mrs. J. D. Sahay, Member, Welfare Extension Project, Chulday, Ranchi.
62. Reverent Mother Provincial and Staff, Ursuline Convent, Ranchi.
63. Reverent Mother Pauline I.B.V.M. Superior, Loreto Convent, Ranchi.

64. Mrs. Benepal, District Inspectress of Schools, Singhbhum.
65. Miss Saleha Hafeez Adham, Lady Principal, Government Girls' High School, Chaibasa.
66. Sri Abraham. Education Department Officer, TISCO, Jamshedpur.
67. Sri Ramji Prasad Verma, Jamshedpur.
68. Lady Principals and teachers of educational institutions, educationists, social workers, Jamshedpur.
69. Sri R. S. Pandey, I.C.S., Director of Personnel, Tata Iron and Steel Co., Jamshedpur.
70. Miss Annapurana Devi, Headmistress, Matri Mandir Girls' High School, Deoghar.
71. Sri Naresh Mohan Jha, Assistant Headmaster, R. Mitra High School (Boys).
72. Miss Ormes, Principal, St. Mary Girls' High School, Deoghar.
73. Mrs. Banlata Majumdar, Headmistress, N.C. Girls' Middle School.
74. Sri Gouri Shanker Dalmia, M.L.C. (Paharia Seva Mandir).
75. Principal, Gurukul Mahavidyalaya, P.O. Deoghar.
76. Mr. Reba Roy, Secretary, Mahila Sahyog Samiti.
77. Mrs. Usha Guha, Member of the Mahila Sahyog Samiti.
78. Miss Tinsly, Lady teacher of St. Mary Girls' School.
79. Shrimati Tara Devi, Chairman, Project Implementing Committee, Deoghar Welfare Extension Project.
80. Social Workers, Parents, Deoghar.
81. Shri P. K. Sinha, Retired District Inspector of Schools.
82. Shri S. C. Choudhury, M.P., Dumka.
83. Shri Gopal Prasad Verma, Retired District Inspector of Schools.
84. Shri Sailesh Chandra Choudhury, Representative, P.T.I.
85. Shri Xamaresh Chandra Sarkar, Pleader, Dumka and Vice President, District Congress Committee.
86. Shri Bhuneshwar Roy, Secretary, District Congress Committee, Dumka.
87. Shri B. N. Panda, Special Officer, Dumka Municipality.
88. Shri J. P. Sinha, Press Reporter.
89. Shri Padmanand Prasad, Secretary, Bharat Sevak Samaj.
90. Shri Lal Hambrom, President, Adim Jati Seva Mandal.
91. Shri N. C. Das Gupta, Headmaster, Nation High School, Dumka.
92. Miss N. Pankajam, Lady Principal, Government Girls High School, Dumka.
93. Shrimati Puspa Mala Das Gupta, Assistant Teacher, High School, Dumka.
94. Mrs. Mrinalini Soren, Assistant Teacher, High School, Dumka.
95. Sri S. S. Das, District Superintendent of Education, Santhal Paragana.
96. Sri Surya Narayan Prasad Sinha, Sub-inspector of schools Dumka I-Sadar.

and that some of them were very progressive and liberal while others were miserly and conservative. But even after making allowance for these variations, it has to be admitted that the local bodies did a good service to the education of women by establishing special primary schools for girls, wherever necessary and possible. In consequence, a large expansion of the education of girls was brought about between 1870-71 and 1881-82.

13. An event of very great significance which occurred at this period was the visit of the great English social reformer, Miss Mary Carpenter, to India. Her interest in India had been greatly stimulated by her meeting with Raja Ram Mohan Roy in England and, between 1865 and 1870, she paid more than one visit to this country and gave a new lead to the education of women. Her great contribution in this field was to suggest that training colleges for women teachers should be established and that trained primary teachers should be employed in girls' schools in order to increase their utility and effectiveness. Her reputation as a social reformer and her direct access to the highest officers in the country made it possible to give immediate effect to her proposals and the first training colleges for women primary teachers came to be established by 1870. It is interesting to note that these early institutions had to face an unusual problem, namely, there were no women educated enough to qualify themselves for admission to them. They, therefore, set aside all the usual conventions and gave admission to adult women who had no qualification except the desire to become teachers. Some of these women, it has to be remembered, were even illiterate. The colleges, therefore, provided for their students, a condensed and intensive course of general education and formal pedagogic training and sent out their raw recruits as teachers after a period of 3 to 5 years. This is obviously a very unorthodox approach to the problem of training of women teachers; but there was no alternative to it in these early days and in our opinion, this method has a certain utility and application even at the present time. It has to be remembered that a large majority of teachers employed in the girls' schools of this period were old men whose major qualification for the job was 'age' and who were neither efficient nor energetic enough to increase the enrolment of girls. Consequently, the encouragement which Mary Carpenter provided for the employment of women teachers and for their training gave a great stimulus to the education of girls. It also opened a very useful career to several women who were in need of some remunerative vocation to give a meaning and purpose to their lives.

14. The following table taken from the Census Returns of 1881—the first of the type to be available—shows the number of girls under instruction and the extent of literacy among women and compares them with the corresponding progress of men. If these statistics are compared with those for 1854 given earlier, it will be readily seen that the number of girls under instruction had considerably increased. In spite of this advance, however, this table will show that the gap between the education of men and women was still very wide; that for every 1,000 boys at schools the number of girls under instruction was only 46; and that while one adult male out of 16 could read and write, only one adult woman in 434 could do so.

15. The Departmental statistics for the following year, *i.e.* 1881-82, are available and they throw a much clearer light on the problem:—

97. Sri Ram Nandan Prasad Verma, Sub-Inspector of Schools, Dumka I.
98. Sri Moti Prasad Sinha, District Inspector of Schools, Dumka.
99. Sri Pandey Tarni Prasad, Sub-divisional Education Officer, Rajmahal at Sahebganj.
100. Sri Chandra Kumar Sinha, Sub-divisional Education Officer, Deoghar.
101. Sri Ismail, Sub-divisional Education Officer, Jamtara.
102. Sri Bandhu Prasad, Sub-divisional Education Officer, Jamtara.
103. Sri S. Ranjan Roy, Dy. Inspector of Schools, Rajmahal.
104. Sri Ram Sundar Sinha, Dy. Inspector of Schools, Rajmahal.
105. Sri Parbati Charan Mahto, Dy. Inspector of Schools, Godda.
106. Sri S. Md. Hosin, Dy. Inspector of Schools, Dumka.
107. Sri Md. Sakir Husain, Dy. Inspector of Schools, Pajur.
108. Sri Basudeo Upadhya, Dy. Inspector of Schools, Jamtara.
109. Sri Ganga Pd. Singh, Dy Superintendent of Education (Basic).
110. Sri Janardan Prasad, Dy. Superintendent of Education (Physical).
111. District Organiser, Small Savings Certificate.
112. Mrs. S. Pandey, District Inspectress of Schools, Bhagalpur.
113. Miss N. Martin, Headmistress, Zenana Mission, Bhagalpur.
114. Miss B. R. Roy, Lady Principal, Government Girls' High School, Bhagalpur.
115. Mrs. Sudhavati Agarwal, Chairman, Welfare Extension Project, Nathnagar.
116. Shrimati Pratibha Rani, Social Centre, Nathnagar.
117. Mrs. S. Sahai, Teachers' Training College, Bhagalpur.
118. Sri Tarini Prasad Sinha, District Superintendent of Education, Bhagalpur.
119. Sri M. Rahman, Lecturer, Teachers' Training College, Bhagalpur.
120. Sri R. S. Sinha, Lecturer, Teachers' Training College, Bhagalpur.
121. Sri R. K. Prasad, Lecturer, Teachers' Training College, Bhagalpur.
122. Sri Jbhateon, Asstt. Guide Captain, M.G. High School.
123. Shrimati Sen Gupta, Mokshada Girls' High School (N.C.C.) Lady Officer.
124. Shrimati K. Biswas, Mokshada Girls' High School (N.C.C.) Guide Captain.
125. Shrimati B. Bralimachery, Headmistress, Mokshada Girls High School.
126. Shrimati L. Das Gupta, M.G.H. School, Guardian Representative.
127. Shrimati Savitri Agarwal, Training College, Bhagalpur.
128. Sri B. I. Aram, District Inspector of Schools, Bhagalpur.
129. Sri Solomon Murmu, Sub-Inspector of Schools, Nathnagar.
130. Sri Shital Deo Prasad Sinha, Sub-Inspector of Schools, Sadar.

131. Sri Nandanandan Jha, Dy. Superintendent of Physical Education, Bhagalpur.

132. Sri Jogeshwar Prasad, Divisional Superintendent, Social Education, Bhagalpur.

133. Sri N. Mishra, Dy. Inspector of Schools, Bhagalpur.

134. Sri Ramayan Mahto, M.L.A., Tilakamanghi, Bhagalpur.

135. Sri Inderdeo Prasad, Pleader, Bhagalpur.

136. Sri Sukdeo Prasad, Vice-Chairman.

137. Sri Harihar Prasad Jha, Bhagalpur.

138. Sri Jageshwar Mandal, M.L.A., Bhagalpur.

139. Sri Bankim Chandra Banerjee.

140. Kumari Taranand Sinha, Syndicate, Patna University.

141. Dr. Vidar Lankar, Principal, Sundervati Mahila College.

142. Students and staff of Sundervati College, Bhagalpur.

143. Sri S. Kadri, District Inspector of Schools, Monghyr.

144. Sri Mangal Jha, District Superintendent of Education.

145. Shrimati Prama Devi, Municipal Commissioner and Social Worker.

146. Mrs. B. Mathur, Principal, Baijnath Girls' High School.

147. Miss S. Kapoor, District Inspectress of Schools.

148. Shrimati Nirmala Devi, Assistant Mistress.

149. Shrimati Bimla Devi, Lady Organiser, Seva Sudha.

150. Shrimati Kameshwari Kumari, Asstt. Mistress, Baijnath Girls High School.

151. Shrimati Usha Srivastava, Asstt. Mistress, Baijnath Girls' School.

152. Shrimati Indira Devi, Headmistress, Sandalpur Middle School.

153. Shrimati Gayatri Devi, Asstt. Mistress, Baijnath Girls School.

154. Shrimati Jageshari Devi, Asstt. Mistress, Sandalpur Girls School.

155. Shrimati Prabhawati Devi, Social Organiser A.C.C.

156. Shrimati Anpurna Kumari, Asstt. Mistress, Baijnath Girls School.

157. Shrimati Naya Kanjilal, Asstt. Mistress, Baijnath Girls School.

158. Shrimati Lalmani Devi, Asstt. Mistress, Baijnath Girls School.

159. Shrimati Chhaya Guha, Asstt. Mistress, Baijnath Girls School.

160. Shrimati Shakuntala Lall, Asstt. Mistress, Baijnath Girls School.

161. Shrimati Roma Ghosh, Asstt. Mistress, Baijnath Girls School.

162. Shrimati Ranubala Mukharjee, Asstt. Mistress, Baijnath Girls School.

163. Shri Badri Narayan Sharma, Secretary, D.A.V. Kanya Pathshala, Monghyr.

164. Shri Banarshi Prasad Verma, Municipal Commissioner.

165. Sri Ramawatar Singh Karn, Headmaster, Railway Middle School, Mamalpur.

166. Sri Dineshwar Jha, Deputy Superintendent, Basic Education.

167. Sri Mirja Jubar Ahmad, Dy. Inspector of Schools.

168. Shri Baidyanath Tiwari, Dy. Inspector of Schools.

169. Shri Shyamdeo Narayan Singh, District Superintendent of Education.

170. Shri Bhuneshwar Jha, Kashim Bazar, Monghyr.

171. Shri Mantlall Jha, Batwan Bazar, Monghyr.

172. Shri Bhagwan Prasad Singh, Lecturer, R.D. and D.J. College.

173. Shri Hussain Ahmad Naiyaji, Asstt. Teacher, Baijnath Girls High School.

174. Shri Shayamsundar Singh, Asstt. Teacher, Baijnath Girls High School.

175. Shri G. M. Lal, Secretary, Shri Krishna Seva Sadan.

176. Shri Kamleshwari Prasad Gupta, Deputy Inspector of Schools.

177. Shri V. Singh.

178. Shri Diwakar Sharma, Patna.

179. Shrimati Satyawati Devi, Headmistress, Madhupur Girls High School, Monghyr.

180. Shri Shia Sharan Singh, Mokameh, Patna.

181. Shrimati Sumagha Shrivastav, Assistant Mistress, Balmiki Rajniti, Balika Vidyalaya, Monghyr.

182. Rajyapala Dr. Zakir Husain, Governor of Bihar.

183. Dr. Sri Krishna Sinha, Chief Minister, Bihar.

184. Kumar Ganganand Singh, Education Minister, Bihar.

185. Dr. Balbhadra Prasad, Vice-Chancellor, Patna University.

186. Dr. D. Ram, Vice-Chancellor, Bihar University.

187. Dr. Rajandhari Sinha, Mayor, Patna Corporation, Ex-Chairman, Public Service Commission, Bihar.

188. Sri Krishna Kant Singh, Deputy Minister, Education, Bihar.

189. Sri K. Abraham, Education Secretary, Bihar.

190. Sri Kalimuddin Ahmad, Director of Public Instruction, Bihar.

191. Rev. Father J. Moore, S.J., Rector, St. Xavier's College, Hazaribagh.

192. Rev. Father Morrissey, S. J., Rector, St. Joseph's College, Nainital.

193. Rev. Mother Antonia Burke, Doreto Convent, Darjeeling.

194. Rev. Mother Consiglio, Loreto College, Calcutta.

195. Sri Mahesh Prasad Sinha, Chairman, Khadi Board and Village Industries, Bihar.

196. Mrs. Punthumbakar, Ranchi.

197. Dr. Gorakhnath Sinha, Ex-Director of Public Instruction, Bihar.

198. Miss B. Dey, Retired Educationist, Patna.

199. Mrs. Amala Mookerjee, Social Worker-in-charge, Child Welfare Centres.

200. Mrs. J. Powvala, Jamshedpur.

201. Mrs. J. R. D. Tata, Jamshedpur.

202. Miss D. Achargee, Dy. Directress, Girls' Education, Bihar.

203. Miss Uma Sinha, Inspectress of Schools, Bihar.

204. District Inspectress of Schools, Patna.

205. Sister Gabriel, A. C. Mount Carmel High School, Patna.
206. Mrs. Romala Nandi, Principal, Magadh Mahila College, Patna.
207. Mrs. V. Gupta, Lecturer, Magadh Mahila College, Patna.
208. Mr. G. Ganguly, Lecturer, Magadh Mahila College, Patna.
209. Mrs. J. Bose, Lecturer, Magadh Mahila College, Patna.
210. Mrs. M. Jafri, Lecturer, Magadh Mahila College, Patna.
211. Mrs. Shakuntala Sinha, Principal, Women's Training College.
212. Miss Philomena Andru, Lecturer, Women's Training College.
213. Miss U. Basu, Lecturer, Women's Training College.
214. Miss S. Dhan, Lecturer, Women's Training College.
215. Mrs. L. Bannerji, Lady Principal, B. N. R. Government Training College, Gulzarbagh.
216. Miss Nilima Bose, Arya Kanya Vidyalaya, Patna.
217. Miss S. Bose, Balika Vidyalaya, Patna.
218. Shrimati Amala Mukherjee, Balika Vidyalaya, Patna.
219. Shrimati Savitri Sahay, M.L.C., Member, Social Welfare Board.
220. Shrimati Sarla Madan Mohan, Kadamkuan Girls' School.
221. Shrimati Krishna Jamiyar, Headmistress, Kadamkuan Girls School.
222. Shrimati Kalwati Tripathy, Chairman, Social Welfare Board.
223. Shrimati Kusum Verma, Social Worker.
224. Mrs. L. K. Ghosh, Lecturer, Women's College, Patna.
225. Mrs. Nilima Basu, Chairman, Welfare Extension Project Neora.
226. Miss Lila Sinha, Headmistress, Narayani Kanya Pathshala, Patna city.
227. Mrs. Qamrunissa Begum, Lady Principal, Bankipur Girls' Higher Secondary School.
228. Mrs. Chitra Ghosh, Professor of English, Patna College.

#### **B. Institutions visited.**

1. B. N. R. Training College, Gulzarbagh, Patna.
2. Shishu Bhawan (Montessori School), Arrah.
3. Jain Bala Vishram Girls' High School, Arrah.
4. Government Girls' High School, Arrah.
5. Jain College, Arrah.
6. Social Education Centre for Women at Mohalla Mahadeva, Arrah.
7. St. Kiran's Girls' High School, Hazaribagh.
8. Government Girls' High School, Hazaribagh.
9. Mount Garmel Girls' High School, Hazaribagh.
10. Ursuline Convent Girls' High School, Ranchi.
11. Loreto Convent, Ranchi.
12. Government Girls' High School, Ranchi.
13. Government Training College, Women's Section, Ranchi.
14. Sister Nivedita Girls' High School, Jamshedpur.

15. Sri Sardamoni Girls' High School, Jamshedpur.
16. Destitute Children's Homes, Jamshedpur.
17. Social Welfare Centres, Jamshedpur.
18. D. M. Madan Girls' High School, Jamshedpur.
19. Kadama Girls' Middle School, Jamshedpur.
20. Sakchi Girls' Middle School, Jamshedpur.
21. St. Mary's Girls' High School, Deoghar.
22. Proposed Matri Mandir Girls' High School, Deoghar.
23. Mahila Sahyog Samiti Ltd., Deoghar.
24. Government Girls' High School, Dumka.
25. Santhal Girls' High School, Mahare Village, Santhal Parga
26. Government Training College, Bhagalpur.
27. Mokshada Girls' High School, Bhagalpur.
28. Navyug Vidyalaya, Bhagalpur.
29. Sundervati Mahila College, Bhagalpur.
30. Village Social Education Centre for Women, Kutubganj, Bhagalpur.
31. Girls' Middle School, Aliganj, Bhagalpur.
32. Government Girls' High School, Bhagalpur.
33. Jagdhar Shilp Kala Vidyalaya, Bhikhanpur.
34. Social Education Centre for Women, Akbarnagar, Bhagalpur.
35. D.A.V. Girls' Middle School, Sandalpur, Monghyr.
36. Balmiki Rajniti Balika Vidyalaya, Madhepur, Monghyr.
37. Shree Krishna Seva Sadan, Monghyr.
38. Pre-Basic Vidyalaya, Lakhisarai, Monghyr.
39. Mahila Junior Training School, Lakhisarai.

#### Uttar Pradesh

#### Chairman:

*Places Visited:*—20th October 1958. 19th December to 23rd December 1958—Dehra-Dun, Allahabad and Lucknow.

#### A. Meetings and Addresses

2. Meeting with the Education Department: Present.
  1. Shri Kehar Singh I.A.S., Secretary to Government, Education Department.
  2. Additional Secretary to Government, Education Department.
  3. Deputy Secretary to Government, Education Department.
  4. Under Secretary to Government, Education Department.
  5. O.S.D. (Rules), Education Department.
  6. Dr. (Smt.) Leela Thorat, Member, U.P. S.S.W.A.B.
  7. Smt. Shanti Devi Agarwal, U.P. S.S.W.A.B.
  8. Smt. Shyam Kumari Khan, U.P. S.S.W.A.B.
  9. Smt. Shanti Bai Kher, U.P. S.S.W.A.B.
  10. Joint Director of Education.



11. Kum. K. D. Khanna. Deputy Director of Education (Women).
12. Deputy Director of Education (Camp).
13. Personal Assistant to Director of Education.
14. Deputy Director of Education, Lucknow Region.
15. Regional Inspectress of Schools, Lucknow Region.
16. Personal Assistant (Woman) to D. E.
17. Deputy Secretary, Harijan Sahayak Department.
18. Development Commissioner, U.P.
19. Additional Development Commissioner, U.P.
20. Director, Social Welfare, U.P.
21. Deputy Director, Social Welfare, U.P.
22. Deputy Director (W), Social Welfare.
23. Director of Education, U.P.
2. Meeting with the educationists, Principals and Teachers: Present.
  1. Principal and staff, Isabela Thoburn College.
  2. Principal and staff, Mahila Vidyalaya.
  3. Principal and staff, Nari Siksha Niketan.
  4. Principal and staff, Kasturba Balika Vidyalaya.
  5. Principal and staff, Karamat Girls College.
  6. Principal and staff, Bharatiya Balika Vidyalaya.
  7. Principal and staff, Vedic Kanya Pathsala.
  8. Principal and staff, Jublee Inter College.
  9. Principal and staff, Khun Khunji Girls' Inter College.
  10. Principal and staff, Navayug Kanya Pathsala.
  11. Principal and staff, Mahatma Gandhi Girls' School.
  12. Principal and staff, Municipal Inter College.
  13. Principal and staff, Lal Bagh Inter College.
  14. Principal and staff, Shasti Bhushan Inter College.
  15. Principal and staff, Janta Inter College.
  16. Superintendent, Municipal Girls' Education.
  17. Principal, Sarvodaya Bal Niketan.
  18. Principal, Saraswati Vidyalaya.
  19. Principal, Gurnanak Sikshalaya.
  20. Principal, Lamartineer Girls College.
  21. Principal and staff, Rastogi Pathasala.
  22. President, Mahila College.
  23. Rani Ram Kumar Bhargava.
  24. Principal and staff, Montessori School.
  25. President, Manager, Principal and staff, K. K. Vocational.
  26. Principal, Government Inter College, Barabanki.
  27. Principal, Bhagwan Din. A. K. P. Inter College, Lakhimpur.
  28. Principal and staff, Arya Kanya Inter College, Hardoi.
  29. Principal, Deepak Nursery School, Lucknow.

30. Joint Director of Education.
31. Deputy Director of Education (Women).
32. Regional Inspectress of Girls Schools.
33. Ex-Director of Education.
3. Address on 'Women's Role in the Social and Economic Development of India' at Allahabad.
4. Meet the Principals of Women's Colleges at Allahabad.
5. Meet Chairman and Members of the Allahabad Project Implementing Committee.

*B. Visits to institutions*

1. Kalakshetra, Dehra Dun.
2. Training Centre for the Blind Men, Dehra Dun.
3. Training Centre for the Blind Adult Women, Dehra-Dun.
4. Sharp Memorial Training Institute, Dehra-Dun.
5. After-care Home, Rajpura, Dehra-Dun.
6. Kamala Nehru Vidyalaya, Allahabad.
7. Home Science College, Allahabad.
8. Mahila Gram Inter College, Allahabad.
9. Naveena Seva Sangh, Allahabad.
10. After-care Home for men discharged from correctional institutions.
11. Andhra Association, Allahabad.
12. After-care Home for Women, Lucknow.
13. Bhartiya Balika Vidyalaya Intermediate College.
14. Literacy House, Lucknow.

**Member.**—Shrimati Zahara Ahmed.

*Places visited:*—19th to 25th July 1958, 24th September 1958 to 30th September 1958—Lucknow, Meerut, Allahabad, Banaras, Aligarh, Bareilly Nainital, Rampur.

*A. Meetings and Discussions with Individuals*

1. A meeting was held at Golden House, Rajghat, Banaras which was attended by the following:—

- (i) Rajghat School Staff.
- (ii) Principal, Miss Telang.
- (iii) Local Educationists, Social Workers, Parents and Guardians.
- (iv) Miss Mukerjee, Regional Inspectress of schools, Varanasi Division.

2. At Khurshid Girls' Inter Collège: Principal Mrs. Dolly Kapahi and Staff members.

3. At Government Model Montessori School: Principal Sajjad and staff, Leading citizens, Parents and guardians.

4. Sri Kehar Singh, I.A.S., Education Secretary, Uttar Pradesh.

5. Mr. C. M. Chak, Director of Education, Uttar Pradesh.

6. Miss T. Gorewala, Regional Inspectress of Girls' Education V. Region, Lucknow.

7. Miss K. Roy, Personal Assistant (W) to Director of Education, U.P., Lucknow.
8. Miss Stevens, Lalbagh Girls' Higher Secondary School, Lucknow.
9. Mrs. Singh, Gurunanak Shikshalaya, Lucknow.
10. Km. Roshan Jahan Begam, Principal and staff Members, Karamat Hussain Girls' College, Lucknow.
11. Shrimati S. Shah, Balika Vidya Niketan, Lucknow.
12. Mrs. K. Srivastava, Mahatma, Gandhi Girls' School.
13. Shrimati Jai Devi Srivastava, Janta Girls' Inter College.
14. Miss Sada, Lady Superintendent of Education, Municipal Board, Lucknow.
15. Mrs. O. O. Gupta, Municipal Girls' Inter College.
16. A. R. Pachauri, Dy. Director of Education, U.P.
17. Dr. Thilliumpillum, Principal, Isabella Thoburn College, Lucknow and staff members.
18. Mrs. Gupta, Principal, Nari Seva Samiti Production and Training Centre, Staff and students.
19. Begum Ali Zaheer, Chairman, State Social Welfare Board, Uttar Pradesh.
20. Begum Aijaz Rasool, M.L.C.
21. Education Department Officials, leading educationists, social workers and parents and guardians.
22. Mrs. Chauhan, Principal, Government Girls' Inter College and staff members and students, Nainital.
23. Miss Chatterjee, Regional Inspectress, Nainital.
24. Education Department Officials and Heads of schools, Nainital.
25. Mrs. Tara Pandey, M.L.C. and Social Worker, Nainital.
26. Educationists, parents and guardians.
27. Shri B. S. Sial, Joint Director of Education, Uttar Pradesh.
28. Shri D. N. Chaturvedi, Dy. Director of Education, Uttar Pradesh.
29. Shri K. N. Malviya, Dy. Secretary of Education, Uttar Pradesh.
30. Shri Khanna, Dy. Director of Education (Women), Uttar Pradesh.
31. Miss Benifacuis, Regional Inspectress of Schools, Uttar Pradesh.
32. Shri S. N. Sharma, Secretary, Intermediate Board, Uttar Pradesh.
33. Members of All India Women's Conference.
34. Members of Welfare Board.
35. Members of Bharat Sevak Samaj.
36. Lady Principals of Aided and Government Institutions.
37. Miss Singh, Principal, Hamidia Girls' College, Allahabad.
38. Mrs. Rastogi, Principal, Government Training College for Girls, Allahabad and staff members.
39. Principal and staff, Government Nursery Training College for Girls, Allahabad.
40. Mrs. Gour. Inspectress of Schools.

41. Mrs. Mahmud, Regional Inspectress of Schools, Agra Region.
42. Mrs. M. J. Haider, Principal, Girls' Degree College, Aligarh.
43. Miss L. Ram, Headmistress, M. U. Girls' High School.
44. Miss A. Joseph, Prevaash Women's Hall, Aligarh University.
45. Mrs. Chaube, Principal, Tika Ram Girls' Higher Secondary School.
46. The Headmistress, Tika Ram School and Staff.
47. Mrs. Verma, Lecturer in Education, Government College, Aligarh.
48. Lecturers, staff members and students of the Women's College, Aligarh.
49. Chairman, Welfare Extention Project, Aligarh District.
50. Social Workers.
51. Mrs. Kamala Choudhary, M.P., Members, State Social Welfare Board, Uttar Pradesh.
52. Mrs. Sharma, Principal, Raghunath Girls' College, Meerut.
53. Headmistress and staff, Raghunath Girls' School, Meerut.
54. Miss Benifacuis, Regional Inspectress, Meerut Region.
55. Headmistress and staff, St. Mary's High School, Meerut.
56. Social workers, parents and guardians, lady doctors and foreign mission of the C.M.S. Church also gave their views.
57. Village Level Workers at Kalangri Village Welfare Extension Project, Meerut District.
58. President and staff, Samaj Kalyan Parishad, Modinagar, Uttar Pradesh.
59. Miss Razia Sultan Shehan, Principal, Ismail Girls' Inter College.
60. Mrs. Dey, Wife of the Commissioner, Bareilly Region.
61. Miss K. Roy, Personal Assistant to Mr. Chak, Director of Education, Uttar Pradesh.
62. Miss Usha Chatterjee, Regional Inspectress, Bareilly Region.
63. Miss Sushama Manglick, Lady Principal, S.G.I.C., Bareilly.
64. Staff of S.G.I.C. Bareilly.
65. Social workers, P.I.C., Chairman, lady doctors' lady advocate, parents, guardians and members of the public.
66. Lady Principals of aided and Government Institutions.
67. Principal, Juvenile Jail, Bareilly.
68. Miss Khanna, Dy. Director of Education (Women), Uttar Pradesh.
69. Miss Mookerjee, Regional Inspectress, Varanasi.
70. Miss Telang and staff, Rajghat Vasant College and School.
71. Miss Paintel and staff, Central Hindu Girls' High School.
72. Miss Singh, Girls' High School, Kamacha.
73. Prominent educationists and social workers.

### 3. *Institutions Visited*

1. Government Girls' Polytechnic, Rampur.
2. Government Model Montessori School, Rampur.

3. Khurshid Girls' Inter College, Rampur.
4. Government Physical Education College, Rampur.
5. Tika Ram Girls' Higher Secondary School, Montessori, Section, Aligarh.
6. Muslim University Girls' High School, Aligarh.
7. Raghbir Bal Mandir, Aligarh.
8. Government Girls' High School, Aligarh.
9. Vishnupuri M. B. School, Aligarh.
10. M. U. Women's College, Aligarh.
11. Social Welfare Centre, Aligarh.
12. The Urmila Mahila Dastkari School, Meerut.
13. Shiksha-Sadan, Meerut.
14. Raghunath Girls' Higher Secondary School and College, Meerut.
15. Social Welfare Centre, Village Kalangri, Meerut District.
16. After-Care Home, Meerut.
17. St. Mary's High School, Meerut.
18. Government Girls' Inter College, Bareilly.
19. Baby Fold Orphanage, Bareilly.
20. Gulab Rai Montessori School, Bareilly.
21. Sahu Gopinath Girls' Inter College, Bareilly.
22. Ram Bharose Girls' Inter College, Bareilly.
23. Ganga Ma's Ashram, Anand Niwas, Nainital.
24. Government Girls' Inter College, Nainital.
25. Shilpa Kala Bhawan, Nainital.
26. Municipal Nursery School, Nainital.
27. Social Welfare Centres.
28. Government Inter College for Girls, Allahabad.
29. Hamidia Girls' Inter College Allahabad.
30. Mahila Gram Vidyapith, Allahabad.
31. Kamla Nehru Vidyalaya, Sivait, Allahabad.
32. D. P. Higher Secondary School, Allahabad.
33. Primary School, Kotwa, Allahabad.
34. Government Training College for Girls, Allahabad.
35. Government Nursery Teachers' Training College, Allahabad.
36. Lal Bagh Nursery School, Lucknow.
37. Janta Girls' Inter College Alambagh, Chandranagar Alambagh, Lucknow.
38. Samaj Kalyan Parishad, Modinagar.
39. Literacy House, Lucknow.
40. Nari Seva Samiti, Lucknow.
41. Singarnagar Girls' Junior High School, Lucknow.
42. Patanala Municipal Board Girls' School, Lucknow.
43. Bhartiya Balika Vidyalaya, Lucknow.

## Female Population

## Male Population

Province	Total male population				Proportion to total male population				Total female population				Proportion to total female population			
		Under instruction	Able to read and write but not under instruction	Males under instruction	Males who can read and write but not under instruction		Under instruction	Able to read and write but not under instruction		Under instruction	Females under instruction	Females who can read and write but not under instruction		Under instruction	Females under instruction	Females who can read and write but not under instruction
I	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Madras	15,421,043	519,823	1,535,790	1 in 30	1 in 10	15,740,588	30,404	94,574	1 in 104	1 in 100						
Bombay } British territory	8,497,718	271,469	672,895	1 in 31	1 in 12	7,056,609	15,400	32,648	1 in 144	1 in 144						
States }	3,572,355	82,021	266,599	1 in 43	1 in 13	3,368,894	2,733	3,443	1 in 112	1 in 112						
Bengal	34,625,591	1,009,999	1,991,583	1 in 34	1 in 17	34,011,270	15,700	50,440	1 in 678	1 in 568						
North-Western Provinces and Oudh—British Territory	22,912,556	299,225	1,033,458	1 in 76	1 in 22	21,105,313	9,771	26,600	1 in 2100	1 in 944						
Punjab—British Territory	10,210,053	157,623	482,129	1 in 65	1 in 21	8,649,384	6,101	8,407	1 in 1416	1 in 1928						

44. Isabella Thoburn College, Lucknow.
45. Karamat Husain Girls' College, Lucknow.
46. Social Welfare Centres.
47. The Rajghat School for Children and Vasanta College for Women, Rajghat.
48. Central Hindu Girls' School, Banaras.
49. Vasant Kanya Mahavidyalaya Kamacha.
50. Government Higher Secondary School.
51. Ram Nagar School, Banaras.

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### Kerala

Member—Mrs. O. C. Srinivasan.

#### *Places Visited:*

2nd to 10th October, 14th October, 15th October and 18th October, 1958—Trivendrum, Tellicherry, Cannanore.

#### *Meetings Addressed*

Talap Mahila Samajan, Cannanore.

#### *B. Discussions with Individuals*

1. Additional D.P.I. (Elementary Education), Trivendrum.
2. Director of Statistics, Trivendrum.
3. Director of Technical Education, Trivendrum.
4. Chief Secretary to Government, Trivendrum.
5. Sri A. N. Tampi, Retired D.P.I., Trivendrum.
6. Smt. Padmavathi Krithikar, Trivendrum.
7. D.P.I., Trivendrum.
8. Education Secretary, Trivendrum.
9. Minister of Education, Trivendrum.
10. Director of Women's Welfare, Trivendrum.
11. Director of Text Books & Examinations, Trivendrum.
12. District Education Officer, Tellicherry.

#### *C. Institutions Visited*

1. Lower Primary school (Boys), Manayad, Tellicherry.
2. Lower Primary Lakshmi Vilas (Girls) School, Manayad, Tellicherry.
3. Upper Primary Sree Narayana Vidyalaya, Tellicherry.
4. Junior Basic School, Parambeth, Tellicherry.
5. Lower Primary Ramakrishna School, Nideembrapur, Tellicherry.
6. Chokkli Upper Primary School, Tellicherry.
7. Chokkli Iqbal Lower Primary Girls School, Tellicherry.

Central Provinces—British Territory	4,959,435	76,849	157,023	1 in 64	1 in 25	4,879,356	3,171	4,187	1 in 1539	1 in 1665
Assam	2,503,703	33,376	79,644	1 in 75	1 in 31	2,377,723	1,068	1,786	1 in 2226	1 in 1331
Coorg	100,439	4,268	8,839	1 in 24	1 in 11	77,863	431	356	1 in 180	1 in 219
Hyderabad Assigned Districts	1,380,492	27,347	57,827	1 in 50	1 in 24	1,292,181	356	789	1 in 3630	1 in 1638
Ajmer	248,844	5,697	24,486	1 in 44	1 in 10	211,878	245	963	1 in 865	1 in 220
<b>TOTAL</b>	<b>104,432,229</b>	<b>2,487,697</b>	<b>6,310,273</b>	<b>1 in 42</b>	<b>1 in 16</b>	<b>100,661,146</b>	<b>117,200</b>	<b>231,891</b>	<b>1 in 858</b>	<b>1 in 434</b>



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*Note.*—Statistics of institutions for vocational and professional education are not available. But the number of women students enrolled in all these institutions was extremely small at this period.

The school established by Bethune had now grown into a College—the only institution of its type which existed at this period and had an enrolment of 6 students. There were 81 secondary schools for girls in the country as a whole, of which only six were conducted by Government. Of these, Madras had 46 schools with 389 pupils; Bengal had 22 schools with 1,051 pupils; Bombay had 9 schools with 538 pupils; North-Western Province (U.P.) had 3 schools with 68 pupils; and Punjab had one school with 8 pupils. The total number of primary schools was 2,600. Of these 605 were conducted by the Department, 1,591 were aided and 404 were unaided. The total enrolment of girls in special primary schools was 82,420 (Bombay 21,859, Madras 20,365, and Bengal 17,452). Besides these 42,071 girls were reading in mixed primary schools. There were 15 training institutions for women primary teachers (with a total enrolment of 515 teachers) of which 4 were conducted by the Department (one in Madras, two in Bombay and one in the Central Provinces) and 11 were aided (three in Madras, two in Bengal, three in North-Western Province and three in Punjab). It must also be noted that the principal burden of providing the necessary educational facilities to women was still heavily placed on private effort because the Department only conducted 61 schools (with 24,291 pupils) out of a total of 2,697 institutions (with 1,27,066 pupils).

16. It will also be seen that it was only the primary education of girls which had made some progress by 1882. Their secondary education, however, had only made a very humble beginning and women were just about to enter the threshold of higher education in 1882. In fact, the

first women to get the degrees of an Indian University were two students of Bethune's school who graduated themselves from the Calcutta University in 1883.

**17. Indian Education Commission and After (1881-1901)**—The Indian Education Commission discussed the problem of the education of women with great insight and in considerable detail. It pointed out that, even in the most advanced State of India, 98 per cent of the female children of school-going age were still outside the schools and that, out of the total female population of 99.7 millions covered by its enquiries, no less than 99.5 millions were returned as unable to read and write! It, therefore, stressed the need to give special treatment to the education of women and recommended the provision of larger funds for it from all sources—municipal, local, or provincial. In order to attract more girls to schools and retain them therein for a longer period, it recommended the liberal grant of concessions in fees, the award of prizes, and the institution of scholarships, especially for those who are above 12 years of age. As an encouragement to private effort, it recommended that conditions for the grant of aid to girls' schools should be easier, and the rates of grant-in-aid higher, than those prescribed for boys' schools. In order to encourage the employment of women teachers, it suggested (i) the adoption of pupil-teacher system, (ii) the establishment of additional normal schools under Government control, (iii) the payment of liberal grants-in-aid to training institutions conducted by private effort (iv) the offer of liberal inducements to the wives of school masters to qualify themselves as teachers, (v) training of widows as teachers for primary schools, (vi) the offer of liberal prizes to girls (as to the teachers that train them) who would agree to become teachers, and (vii) the grant of special assistance to girls' schools with hostels attached. Regarding the supervision of girls' schools, it recommended the organisation and strengthening of a special Inspectorate for girls' schools, especially on the ground that women would agree to work as teachers more readily if the Inspecting officers were also women. It also recommended the adoption of special measures to promote the secondary education of girls. As the general opinion at this period was strongly in favour of differentiation of curricula for boys and girls, the Commission recommended (i) that the standards of instruction in girls' schools whether primary or secondary, should be simpler than those for boys schools; (ii) that they should be drawn up with special reference to the requirements of home life and the occupations open to women; and (iii) that special textbooks should be prepared for girls' schools. With the changes in public opinion that have come about during the last 75 years, some of the recommendations of the Commission, especially those that emphasise the establishment of separate schools at all levels not excluding the lower primary or those that referred to the controversial issue of the differentiation of curriculum, have now lost much of their importance but most of them are of great interest even today and can be adopted with advantage in several parts of the country.

**18.** Unfortunately, the two decades following the Report of the Commission were a period of financial stringency, so that it was not possible for Government to organise special programmes for the development of the education of women or to assign adequate grants for the purpose. But the expansion of private enterprise was so great that, in spite of the lukewarm support from the State, the education of women evinced some progress by the end of the nineteenth century. This would be clear from the following statistics of 1901-02.

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A comparison of these statistics with those of 1881-82 given earlier in paragraph 15 will show the progress made. The total number of educational institutions has increased from 2,697 to 5,801. The Arts and Science Colleges for girls rose from 1 in 1881-82 to 12 in 1901-02, the secondary schools from 81 in 1881-82 to 422 in 1901-02, and the training schools from 15 in 1881-82 to 45 in 1901-02. The enrolment of girls at the collegiate stage increased from 6 in 1881-82 to 256 in 1901-02, in secondary schools from 2,054 in 1881-82 to 9,075 in 1901-02, and in primary schools from 1,24,491 in 1881-82 to 3,44,712 in 1901-02. A closer examination, however, shows that the collegiate education of women was mostly restricted to a few advanced communities because the 769 students reading in colleges in 1901-02 included 102 Europeans and Anglo-Indians, 32 Indian Christians and 16 Parsis. Similarly, the majority of girls at the secondary stage also came from these four communities. In 1901-02, as many as 193 girls passed the matriculation, but 92 of these were Europeans and Anglo-Indians, 20 were Indian Christians and 23 were Parsis. Among the Hindus and Muslims, therefore, the education of women was mostly confined to the primary stage and the census of 1901 showed that only 10 Hindu and 4 Muslim women were literate in English for every 1,00,000 of population.

19. Even in 1901-02, the burden of providing educational facilities for girls lay heavily on private effort. Of the 12 colleges for women, only one, the Bethune College, was conducted by Government. Of the 422 secondary schools, as many as 356 were conducted by private effort; and even at the primary stage, private effort accounted for 3,982 girls' schools out of a total of 5,305. Similarly, 32 training schools out of a total of 45 were under private management.

20. One significant development of the latter half of the nineteenth century was the opening of careers outside the home to women. The first career to be opened was that of teachers. A career in medicine was the next to be opened and in 1901-02, there were 76 women in medical colleges and 166 in medical schools. Besides, there were a fairly large number of women undergoing training as nurses, midwives, etc. An important event of this period was the creation of the Lady Dufferin Fund with the sole object of developing medical education among women. But very liberal encouragement from other sources also was available at this time. But as in the case of secondary and collegiate education, most of the students in medical and art courses were Europeans, Anglo-Indians, Indian Christians or Parsis. The Hindu and Muslim women had not yet taken kindly to these careers.

21. A Period of Development (1901-21)—The Education of women showed a better progress during the next period of twenty years, mainly owing to the great public awakening created by the national struggle for independence and the First World War. This would be clear from the statistics for 1921-22 given below:

TABLE NO. III (4)  
*Education of Girls and Women in India*

1921

	No. of special institutions for girls	No. of girls enrolled in all institutions at this level
Colleges . . . . .	19	905
Secondary schools . . . . .	675	26,163
Primary schools . . . . .	21,956	11,86,224
All other special Institutions . . . . .	1,128	10,836
<b>TOTAL</b>	<b>23,778</b>	<b>12,24,128</b>

(N.B.—These statistics are taken from tables 74 to 83 of the *Quinquennial Review of the Progress of Education in India, 1917-22, Vol. II*. Figures for Burma and un-recognised institutions have been excluded).

It will be seen that the number of colleges has increased from 12 in 1901-02 to 19 in 1921-22 and that of their students from 256 in 1901-02 to 905 in 1921-22. Four of these colleges were now conducted by Government. Of the 675 Secondary schools—both High and Middle—only 115 were conducted by Government and 70 by the local bodies. Even at the primary stage, the aided and un-aided schools numbered 16,810 in a total of 21,956 institutions. The burden of providing educational facilities for women, therefore, still lay heavy on private effort, although the extent of direct State effort, had increased considerably between 1901 and 1921.



						No. of girls under instruction
<i>Schools for</i>						
Teaching	.	.	.	.	.	3,903
Art	.	.	.	.	.	32
Medicine	.	.	.	.	.	334
Technical and Industrial careers	.	.	.	.	.	2,744
Commercial careers	.	.	.	.	.	308
Agriculture	.	.	.	.	.	79
Other careers	.	.	.	.	.	3,170
						10,570
GRAND TOTAL	.	.	.	.	.	10,836

It will be seen that teaching and medicine continue to be the main careers—as they always will—but careers in Commerce and Agriculture etc. are an important addition of this period. It will also be seen that an increasing number of girls was now being attracted to several careers outside the home which would not have even been imagined in the nineteenth century.

**25. Education of Women under Indian Control (1921–47)**—In 1921, education at the State level was transferred to the control of Indian Ministers under the system of Diarchy and in 1937, Provincial Autonomy was introduced. These changes made it possible to abandon the hesitant and over-cautious policies of the British Government, and the State now began to take a more active part in the promotion of the education of women. Other favourable factors of this period were (i) the awakening in the people on account of the political struggle for Independence and the Second World War, (ii) a still further rise in the age of marriage, due partly to the Sarda Act but mainly to social and economic pressures; (iii) the teachings of Mahatma Gandhi who dominated the entire history of these days, and (iv) The phenomenal awakening of Indian womanhood which found its most striking and significant expression in the various representative organisations that rapidly sprang up all over the country and in the establishment of a number of pioneering institutions founded by prominent women for the advancement of women in educational and other fields.

On the negative side, we may mention that this was a period of general financial stringency up to 1937 and that, when the economic situation eased a little, the efforts of Government had to be concentrated on the War. Moreover, the Government of India was almost completely divorced from education during this period and did not give financial assistance to any educational developments. The Indian people also were mostly engaged in the political struggle and had little time for large-scale constructive activities. In spite of these difficulties, the education

It will be seen that the total number of girls under instruction has increased from 12,24,128 in 1921-22 to 42,97,785 in 1946-47 (inclusive of those in unrecognised institutions). A large increase has occurred in higher education and the total number of girls reading at the collegiate stage has risen from 905 in 1921-22 to 23,207 in 1946-47. This increase also obviously implies that the higher education of women is no longer restricted to a few advanced communities. Even greater is the increase at the secondary stage where the number of girls enrolled rose from 26,163 in 1921-22 to 6,02,280 in 1946-47. At the primary stage also, there has been a very large increase of enrolment from 11,86,224 in 1921-22 to 34,75,165 in 1946-47. The increase of enrolment in special schools which open out different careers for women has also been large—from 10,836 in 1921-22 to 56,090 in 1946-47.

26. The total number of educational institutions in the country in 1946-47 was 2,18,165 out of which 28,196 were specially meant for girls. Of these, latter 59 were Arts and Science colleges, 2,370 were secondary schools (727 high schools and 1,643 middle schools), 21,479 were primary schools and 4,288 were institutions for professional, technical and special education. If these statistics are compared to those of 1921-22 given earlier, it will be seen that there has been a considerable increase of separate institutions for girls at every stage except the primary, where the number of institutions has actually decreased from 21,956 in 1921-22 to 21,479 in 1946-47. This fall is due to the adoption of co-education as a policy at the primary stage and is not significant, especially in view of the large increase in the enrolment of girls from 11.86 lakhs in 1921-22 to 34.75 lakhs in 1946-47. It is also necessary to point out that owing to the greater initiative shown by the State Governments and local bodies the burden on private effort was reduced considerably and it accounted for 16,979 institutions only out of a total of 28,196.

27. A reference in table No. 111 (6) given earlier will show that, during this period, the trend towards co-education has increased very considerably. At the collegiate stage, for example, more than 50 per cent of the total number of girls enrolled were studying in mixed institutions in 1946-47. The same may also be said of colleges for professional education. In the primary stage, the number of girls studying in mixed schools is even larger than that in separate institutions. In the secondary schools as well as in the special schools for technical, vocational and special education, however, the enrolment in separate institutions is much larger than that in mixed schools. This is, of course, quite understandable. But taking the overall picture into consideration, we find that a little more than half of the number of girls under instruction were studying in mixed schools in 1946-47. This is a great change indeed because, in 1921-22, only about 35 per cent of the total number of girls under instruction were studying in mixed institutions.

28. By 1947 when the British power was withdrawn from India, the modern education of women was about a hundred and twenty five years old. The evaluation of the achievements of this period can be done in two ways. The first is to compare the conditions that existed in India in 1800 to those that existed in 1946-47. This backward look shows a great achievement—qualitative as well as quantitative. Educational opportunities had been opened to women at all stages during this period and their social status had been raised to some extent. Qualitatively, this education had brought women a new awareness of themselves

TABLE NO. III (7)  
*Education of Girls and Women in India*  
(1946-47)

	No. of boys enrolled	No. of girls enrolled	Total	No. of girls for every 100 boys at school
Universities and Colleges of General education . . .	1,75,854	20,304	1,96,158	12
Colleges of Professional and Special Education . . .	41,234	2,903	44,137	7
High schools . . .	19,12,667	2,80,772	21,93,439	14
Middle schools . . .	14,59,882	3,21,508	17,81,390	22
Primary schools . . .	95,61,033	34,75,165	1,30,36,248	36
Other special schools . . .	4,42,801	56,090	4,98,891	12
<b>TOTAL . . .</b>	<b>1,35,93,521</b>	<b>41,56,742</b>	<b>1,77,50,263</b>	<b>30</b>

*Note.*—Unrecognized institutions are excluded.

It will be seen that for every 100 boys at school; the number of girls under instruction is only 30. The gap is widest in the colleges of professional and special education where only 7 girls are under instruction for every 100 boys enrolled. In colleges of general education as well as in special schools, the number of girls under instruction for every 100 boys enrolled is 12.

This proportion rises to 14 at the secondary stage, to 22 at the middle school stage and to 36 at the primary stage. The percentage of literacy for women (1941 census) was only 6 per cent as against 22.6 per cent for men.

29. Another weakness in the situation was the fact that a disproportionately large part of this advance in the education of women was confined to the urban areas only. In a very large number of villages, no school of any type had been organised so that all educational opportunities were denied, not only to women, but to men as well. In others, mixed primary schools were in existence. But as the traditional prejudices against sending girls to primary schools for boys were still fairly strong in rural areas, and as no women teachers were working in most



of these mixed schools, the number of girls enrolled in these institutions was proportionately very small. Needless to say, the secondary and higher education of girls was almost exclusively confined to urban areas only.

30. The reasons for this slow advance of the education of women, for the wide gap that existed between it and the education of men, and for the comparative backwardness of rural areas were three:—

(I) The decision of Government to take no direct action in the matter and to leave the education of women mainly to the private effort of the people, adversely affected the pace of expansion, especially because the people were pre-occupied with the political struggle. Moreover, the expansion remained limited mostly to urban areas because hardly any private effort was available in rural areas which were generally neglected and more backward;

(II) no adequate machinery was created to deal with the important and stupendous problem of the education of women. A significant advance in solving this problem would have been possible only if an adequate machinery had been created and if it had been helped by the support of the entire machinery of the Government on the one hand and the full co-operation of the people on the other. The first of these was not possible under the over-cautious policy of social and religious mentality adopted by Government and the second was more or less ruled out by the political conditions of the day; and

(III) education as a whole was starved for funds during the British period; but in particular a special problem like women's education needed very large funds which were never made available.

In spite of the several gains of this period, therefore, it has to be admitted that the progress achieved has been inadequate and unbalanced.

2. Nevertheless, the record of the last ten years leaves much to be desired in so far as the education of girls and women is concerned. Educational statistics for the entire area now included in the Indian Union became available as from 1949-50 and the latest available figures are those for 1956-57. These have been given in the following tables and they may roughly be taken to show the progress achieved between 1947 and 1957:—

TABLE NO. IV (1)  
*Education of Girls and Women in India (1949-50 and 1956-57)*

	Institutions for the Education of Girls		Institutions for the Education of Boys	
	1949-50	1956-57	1949-50	1956-57
Universities and Research Institutions . . . . .	1	2	42	72
Colleges of General Education . . . . .	66	113	401	628
Colleges of Professional & Technical Education . . . . .	17	34	169	357
Colleges of Special Education . . . . .	6	16	60	104
Secondary Schools . . . . .	997	1,758	5,685	9,446
Middle Schools . . . . .	1,538	2,615	11,332	20,524
Primary Schools . . . . .	13,972	16,065	1,90,854	2,63,893
Pre-Primary Schools . . . . .	65	247	210	516
Schools of Vocational and Technical Education . . . . .	438	710	1,590	2,245
Schools for Special Education . . . . .	6,917	4,867	44,893	44,246
TOTAL . . . . .	24,067	26,427	2,55,236	3,42,031

TABLE No. 1V (2)

*Education of Girls and Women in India (1949-50 and 1956-57)*

	No. of girls attending different types of educational institutions		No. of boys attending different types of educational institutions	
	1949-50	1956-57	1949-50	1956-57
Universities and Research Institutions . . . . .	2,063	6,155	24,431	50,630
Colleges of General Education . . . . .	36,313	79,780	2,53,565	4,54,741
Colleges of Professional & Technical Education . . . . .	3,606	9,954	42,914	94,585
Colleges of Special Education . . . . .	811	5,212	4,501	9,484
Secondary Schools . . . . .	4,98,277	9,25,584	22,89,069	37,72,903
Middle Schools . . . . .	3,94,952	9,63,517	15,44,271	30,73,495
Primary Schools . . . . .	48,51,559	65,18,741	1,25,66,985	1,55,10,136
Pre-Primary Schools . . . . .	8,570	24,347	9,485	29,128
Schools of Vocational and Technical Education . . . . .	35,714	56,376	1,25,769	2,07,538
Schools for Special Education . . . . .	1,79,505	1,78,246	11,16,299	12,38,430
<b>TOTAL . . . . .</b>	<b>60,11,370</b>	<b>87,67,912</b>	<b>1,79,77,289</b>	<b>2,44,41,070</b>

TABLE No. 1V (3)

*Education of Girls and Women in India (1949-50 and 1956-57)*

	No. of Women Teachers		No. of Men Teachers	
	1949-50	1956-57	1949-50	1956-57
Universities and Colleges . . . . .	1,772	4,608	17,290	37,353
Secondary Schools . . . . .	18,656	39,133	97,501	1,66,443
Middle Schools . . . . .	12,078	31,080	66,787	1,35,467
Primary Schools . . . . .	79,339	1,21,265	4,38,559	5,88,832
Pre-Primary Schools . . . . .	515	1,767	190	346
Vocational and Technical Schools . . . . .	2,928	2,928	8,313	13,943
Special Education Schools . . . . .	1,314	2,191	16,534	24,778
<b>TOTAL NUMBER OF TEACHERS . . . . .</b>	<b>1,16,602</b>	<b>2,02,972</b>	<b>6,45,174</b>	<b>9,67,162</b>

*Note.*—The statistics for 1949-50 do not include the figures for Jammu and Kashmir.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

When we look at the enrolment figures we see that when the increase of the number of girls attending various types of institutions during this period is 27,56,542, the corresponding increase in the case of boys is 64,63,781—more than double the increase in the number of girls. It will be of interest to note in this connection that while the total number of girls under instruction during 1956-57 is about 88 lakhs, the same in the case of boys comes to 2.41 crores. The break-up of the figures of increase is still more revealing. At the universities when the increase of enrolment in the number of girls is 4,092, the corresponding increase in the case of boys is 26,199. In the case of colleges of general education when the increase of enrolment of girls is 43,467, the corresponding increase in the case of boys is 2,01,176. At the secondary stage the increase in the enrolment of girls is 4,27,307 whereas that of boys comes to 14,83,834. As regards enrolment at the middle stage, when the increase in the case of girls is 5,68,565, the same in regard to boys is 15,29,224. In the primary schools, when the enrolment of girls is about 65\* lakhs, that of boys is 1.55 crores.

When we compare the number of women teachers at the different stages with the corresponding number of men teachers, disparity is revealed there also. While at the secondary stage 20,477 women teachers were appointed during this period, the number of men teachers appointed came to 68,942. As for the middle stage, the number of women teachers appointed is 19,002 as against 68,680 men teachers. At the primary stage when 41,926 women teachers were appointed during these 8 years, the number of men teachers appointed comes to 1,50,273.

5. The above comparison shows how far women's education is lagging behind that of men's education and how the progress achieved in the case of girls' education is unsatisfactory in comparison to that of boys.

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\*The enrolment figures in primary classes however show about 80 lakhs of girls and 1.7 crores of boys as mentioned in Chapter V.

6. There is, however, another angle from which these statistics can be examined. *The main problem before the country is to give equality of educational opportunity to women and the first requirement of this programme is to bridge the gap that now exists between the education of men and women.* The more important question to be asked in this context is, therefore, this: to what extent and at what rate is the gap between the education of men and women being bridged at present? If the above statistics are looked at from this point of view, the results are far from satisfactory. For example, the number of girls under instruction for every hundred boys enrolled was only 33 in 1949-50 and it increased to 36 only in 1956-57. There is no doubt, therefore, that the gap is being bridged. But the progress in this respect is so slow that, at this rate, more than 150 years would be required to reach parity between the education of boys and the education of girls.

7. Moreover, even to say that the number of girls under instruction for every 100 boys enrolled is 36 does not give a complete and correct picture of the situation. That is the average for the country as a whole and it does not reveal the extremely wide differences of development that actually exist between one part of the country and another. The following table shows the over-all position of the education of girls in 1956-57:—

TABLE No. IV (4)  
Number of pupils under instruction—1956-57

State	Total population in thousands		Total number of pupils under instruction		Number of pupils under instruction per thousand of population		No. of girls under instruction for every 1000 boys enrolled
	Men	Women	Boys	Girls	Boys	Girls	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Andhra	1,71,02	1,68,58	21,06,680	10,11,669	123	60	480
Assam	53,74	47,26	7,90,758	3,64,217	147	77	461
Bihar	2,07,37	2,05,23	23,09,601	4,13,143	111	20	179
Bombay	2,77,21	2,61,79	44,32,542	19,97,130	160	76	451
Jammu & Kashmir	24,00	22,70	1,74,783	37,900	73	17	217
Kerala	76,10	78,20	14,17,320	11,48,603	186	147	810
Madhya Pradesh	1,39,71	1,35,09	15,56,200	3,30,638	111	24	212
Madras	1,62,83	1,64,07	22,80,889	11,65,674	140	71	511
Mysore	1,10,34	1,06,66	15,13,929	7,31,211	137	69	483
Orissa	75,26	76,94	7,45,700	2,04,172	99	27	274
Punjab	91,91	78,89	13,86,969	4,65,944	151	59	336
Rajasthan	90,93	83,77	7,18,155	1,29,345	79	15	180
Uttar Pradesh	3,55,16	3,23,14	34,91,000	7,09,083	98	22	203
West Bengal	1,52,58	1,31,92	24,63,649	10,02,243	161	76	407
Union Territories	25,18	21,61	4,44,960	1,94,488	177	90	437

N.B.—The statistics for Kerala are those for 1955-56.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

TABLE NO. IV (5)

*Targets for the Expansion of Education in the Age-Group of 6-14*

Stage	Number of pupils as percentage of number of children in corresponding age-groups								
	1950-51			1955-56 Estimates			1960-61 Targets		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1. Primary (6-11)	59	25	42	69	33	51	86	40	63
2. Middle (11-14)	22	5	14	30	8	19	36	10	23
Elementary (6-14)	46	17	32	57	23	40	70	28	49

It will be seen that the First Plan proposed to raise the enrolment of boys in the age-group of 6-11 by 10 per cent *i.e.* from 59 per cent in 1951-52, to 69 per cent in 1955-56, while the enrolment of girls was to be raised by 8 per cent only *i.e.* from 25 per cent to 33 per cent during the same period. In other words, the official and accepted targets of the plan proposed to *widen* the gap between the education of boys and girls rather than to narrow it. The same is also true of the Second Five-Year Plan which proposes to raise the enrolment of boys by 17 per cent *i.e.* from 69 per cent in 1955-56 to 86 per cent in 1960-61 while the enrolment of girls is proposed to be raised by 7 per cent only *i.e.*, from 33 per cent to 40 per cent. In other words, the Second Plan not only widens the gap but widens it to a much greater extent than the First Plan did. The position is the same for the age-group 11-14. Here the First Plan proposed to raise the enrolment of boys by 8 per cent (from 22 per cent in 1951-52 to 30 per cent in 1955-56) and that of girls by 3 per cent only (from 5 per cent in 1951-52 to 8 per cent in 1955-56), while the Second Plan proposes to raise the enrolment of boys by 6 per cent (from 30 per cent in 1955-56 to 36 per cent in 1960-61) and that of girls by 2 per cent only (from 8 per cent in 1955-56 to 10 per cent in 1960-61). When the targets of the First and Second Plans are achieved, therefore, the gap in the education of boys and girls will have been widened.

16. In so far as the age-group of 14-17 is concerned, the Second Plan observes:—

“At the secondary stage, the education of girls lags seriously behind. At present, out of the total population of 12 million girls in the age-group 14-17 years, about 3 per cent are attending schools. Plans of States do not provide in sufficient measure for the education of girls, for, the number of high schools for girls is expected to increase from 1,500 to 1,700 only by the end of the Second Plan. To enable girls to take up careers for which openings exist and are likely to increase (such as *Gram-Sevikas*, nurses, health visitors,

18. If our analysis regarding the basic cause for the failure to make up the leeway in women's education is accepted, it obviously follows that the only way to remedy the situation is to amplify the small beginnings of the new policy that has recently been adopted by the Planning Commission and Ministry of Education. *We, therefore, strongly recommend that the education of women should be regarded as a major and a special problem in education for a good many years to come and that a bold and determined effort be made to face its difficulties and magnitude and to close the existing gap between the education of men and women in as short a time as possible, that the highest priority should be given to schemes prepared from this point of view, and that the funds required for the purpose should be considered to be the first charge on the sums set aside for the development of education.*

19. This reform is *necessary* but not *sufficient*. During the British period, the education of women was regarded as a special problem from 1854 to 1947. But in spite of this realisation, it made but slow progress. The reasons for these failures, as stated in the preceding Chapter, were three—the decision of the Government to undertake no vigorous direct effort for the promotion of the education of women, the non-creation of an adequate and powerful machinery to deal with this complicated and immense problem and non-assignment of adequate funds required for the purpose. The lessons of this history should not also be forgotten and we *recommend that adequate steps should now be taken, without any delay, to create a special machinery to deal with the problem, to assign adequate special funds for the purpose, and to take direct State action in all such cases where private effort would not be forthcoming.*

20. With this historical review and the statement of the basic administrative and financial aspects of the problem, we can now turn to the consideration of the major problems in the education of women which need emphasis at present. This task has been attempted in the course of the next twelve Chapters. Chapter V deals with the education of girls in the age group 6-11 and Chapter VI with the education of girls in the age-group 11-17. Chapter VII deals with wastage and stagnation—at the primary and the secondary stages. Chapter VIII deals with the curriculum and Chapter IX with the training and employment of women teachers. Chapter X deals with professional and vocational education and Chapter XI with special educational facilities to be provided for adult women. Chapter XII deals with the role of voluntary organisations and the problems of grant-in-aid while Chapter XIII deals with some special problems such as those of the education of women at the collegiate stage, social education, pre-primary education and education of the handicapped children. Chapter XIV deals with the problems of organisation, administration and finance and gives a broad outline of the manner in which the programme of the expansion and development recommended may be implemented. Chapter XV gives a brief summary of our general conclusions and Chapter XVI enumerates the recommendations made in this Report and classifies them into three categories—special recommendations for immediate action, special recommendations to be taken up a little later, and general recommendations. The final Chapter reproduces the documents and data relating to the work of this Committee.



In the West, every country has made education compulsory for every child at least for seven school years. In the Asian region except for Japan no country has reached this target as yet. Coming to our own country, Article 45 of the Constitution enjoins on the State that all children should be compulsorily enrolled in schools upto 14 years of age and given free education and it requires the State to secure this result not later than the 26th January, 1960. It is, however, common knowledge now that this target is not going to be achieved within the prescribed time.

The Education Panel set up by the Planning Commission, in its meeting held in Poona in 1957, gave careful consideration to this matter and recommended that "The provision of universal free and compulsory education up to 14 years should be regarded as the ultimate objective, and the immediate objective before the country should be the introduction of universal, free and compulsory education for all children up to the age of eleven plus. This target must be reached by 1965-66 at the latest. This recommendation has already been accepted by the State Education Ministers in their conference held in 1958 and also in the last meeting of the Central Advisory Board of Education. We understand that the Government of India have also accepted this target at the Cabinet level and are anxious to render all possible help to the State Governments in achieving it. We also understand that the Ministry of Education is

present engaged in consultation with the State governments in finalising a concrete programme for achieving the revised target. This naturally gives an added importance to primary education.

2. **Present Position**—If we examine the present position of primary education, especially for girls, in the country a sorry state of affairs is revealed to us. The following statement will speak for itself. (Table 1).

TABLE NO. V(1)

*Statement showing the percentage of school-going children for 6-11 age-group*

Name of State	(As on 1-4-56)		(1960-61 target)	
	Boys	Girls	Boys	Girls
I	2	3	4	5
Jammu & Kashmir	35.5	8.9	57.2	12.7
Rajasthan	43.4	9.5	49.1	10.9
*Bihar	61.3	14.3	56.6	11.7
Uttar Pradesh	54.7	14.4	63.7	15.4
Orissa	48.6	16.1	65.3	20.4
Madhya Pradesh	72.9	17.7	86.4	21.3
*Himachal Pradesh	100.0	25.0	94.2	23.8
Laccadive & Minicoy Islands	100.0	28.7	..	..
Punjab	81.4	36.5	100.0	44.9
Assam	72.9	42.7	80.5	56.2
Andhra Pradesh	72.9	43.5	86.9	46.6
*Tripura	100.0	45.0	98.1	76.7
Mysore	84.1	46.2	98.7	54.3
Madras	83.8	48.9	98.0	68.6
Andaman & Nicobar Islands	66.2	36.5	75.0	40.0
*Bombay	95.3	53.1	92.0	63.0
*Manipur	100.0	56.8	97.5	90.2
*West Bengal	100.0	59.6	97.6	59.4
*Delhi	85.6	72.4	98.4	70.5
Kerala	100.0	94.5	100.0	100.0
N.E.F.A.	15.8	2.1	20.0	2.6
INDIA	73.8	34.7	86.0	40.0

\*Targets fixed in respect of these States seem to have been achieved even by 1956. The figures for 1956-57 are as supplied by Ministry of Education in December 1957.

Confining ourselves to girls only, as is seen from the table above, we find that the all-India figures do not give a full picture of the existing situation in relation to all States. The wide disparities that exist between one State and another are an important aspect of the gravity of the whole problem. We have on the educational map of our country States like Jammu and Kashmir and Rajasthan where the percentage of girls in the schools in this age-group is below 10, and States like Bihar, Uttar Pradesh, Orissa and Madhya Pradesh where this percentage is below 20. To these could be added States/Administrations like Laccadive and Minicoy Islands, Punjab, Tripura, Andhra and Assam and even Madras and Mysore, where the enrolment of girls in 6-11 age-group is less than 50 per cent. In other words, we may say that the enrolment position of girls in Kerala, Delhi, West Bengal, Bombay and Manipur, is comparatively satisfactory. In Andhra Pradesh, Assam, Mysore, Punjab and Tripura it is less satisfactory, in Bihar, Madhya Pradesh, Orissa and Uttar Pradesh, it is not satisfactory and in Rajasthan and Kashmir it is very unsatisfactory.

3. These figures need further analysis in order to get a complete appreciation of the whole problem. Just as there are backward States and Administrations in the country so there are backward areas within the States. The rural areas in general may be designated as such backward areas from the point of view of educational development as from that of economic development.

The table given below will indicate the disparity that exists between urban and rural areas in respect of the enrolment of girls.

\*TABLE NO. V(2)

*Total enrolment percentage of girls in the 6-11 age-group—1956-57*

	Rural	Urban
All India . . . . .	17.7	89.4
Andhra Pradesh . . . . .	18.1	100.0
Assam . . . . .	42.1	44.8
Bihar . . . . .	13.9	15.7
Bombay . . . . .	17.6	100.0
Jammu & Kashmir . . . . .	N.A.	
Kerala . . . . .	65.0	100.0
Madhya Pradesh . . . . .	9.2	51.2
Madras . . . . .	39.7	85.6
Mysore . . . . .	18.5	100.0
Orissa . . . . .	12.4	30.5
Punjab . . . . .	26.9	74.7
Rajasthan . . . . .	4.1	32.4
Uttar Pradesh . . . . .	8.4	38.1
West Bengal . . . . .	22.8	100.0
<i>Administrations</i>		
A.N. Islands . . . . .	56.2	85.0
Delhi . . . . .	15.0	100.0
Himachal Pradesh . . . . .	17.1	56.2
Laccadive etc. Islands . . . . .	..	..
Manipur . . . . .	54.8	..
Tripura . . . . .	45.0	..

\*Figures estimated on broad assumptions.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

We have estimated the rural and urban break-up of the school going population of this age-group and compared it with the corresponding enrolment figures for these areas. It is seen that whereas on an all-India basis about 90 per cent of girls of this age-group from urban areas go to school, only less than 20 per cent of them go to school from rural areas. This inference is revealing. Except in a few States like Kerala and Manipur all others have less than a 50 per cent enrolment of girls in rural areas. States like Rajasthan, Uttar Pradesh and Madhya Pradesh having the lowest percentages with 4.1, 8.4 and 9.2 respectively. This establishes how in general the rural areas are backward in this respect.

4. But apart from this general backwardness of rural areas, there are specially backward areas in different States. We have such backward areas in the States of Assam, Bihar, Bombay, Jammu and Kashmir, Madhya Pradesh, Orissa, Punjab and Rajasthan and in the territories of Himachal Pradesh, Andaman and Nicobar Islands, Manipur and Tripura even though the percentage of school-going girls in the 6-11 age-group to their total population is somewhat high in Manipur (being 56.8 per cent) and also not poor in Tripura, being 45 per cent. This problem of enrolment has a special angle in those hill, forest and desert areas where we have

5. **Quality of Education**—The above account of the existing position of girls' education in the primary stage refers only to its quantitative or expansional side, and we have seen that this problem of expansion is not a simple problem. But it would be wrong to confine our attention to this quantitative aspect only.

The question of improving the quality of the existing schooling in our primary schools is serious and in the case of girls' schools where they are separate from boys' schools, the position is much more serious. The deteriorating academic standards are everybody's complaint and rightly so. The extent of stagnation, which has been discussed in chapter VII in this Report is another proof of the unsatisfactory position of primary education in the country. It would not be out of place to emphasise the often neglected point that the quality of education should not be judged merely by the amount or type or standard of information that the teachers have conveyed to the children and that the children in their turn have succeeded in retaining up to the time of the testing, or by the results at examinations, but it should be judged by the extent to which children are helped in the school to develop their many-sided personality. A sound system of education is concerned with the physical health of the child, the refinement of its emotions, development of its intellect and the nobility of its spirit. Good education is that education which helps to draw out the latent faculties of the child so as to produce a balanced and integrated personality.

6. Judged from this standard, education at the primary stage in general and education of girls in particular presents a veritable challenge to the educational administrators and the teachers of this country. In our tours, we have visited girls' schools, overcrowded in space and located in most unhealthy surroundings and ill-equipped both from the point of view of the number and the quality of staff as well as minimum educational equipment. When one is face to face with such caricatures of schools, one really begins seriously to think if it would not be much more helpful to the development of the child's personality—the real end of education—to free it from the deadening atmosphere of these so-called schools for a more cheerful and healthier atmosphere outside. It can be easily imagined that here is an aspect of the quality of education in the solution of which the amount, type and standard of information or the examination results, though important in their own places, have no bearing.

In conclusion, we can, therefore, say that *the existing position of girls' education in our country even in this first stage leaves much to be desired both from the quantity as well as the quality point of view.*

7. A Great Leeway to be made up—Quantitative Aspect—What lesson does the foregoing survey of the present position of primary education for girls have for us? Briefly, we can say that the problem of girls' education at the primary stage is that of making up the leeway. This leeway, however, presents two aspects, one narrower and another wider. In the narrower sense it means bridging the gap that exists between the education of boys and girls even at the primary stage. How grave this aspect of the problem is we have already discussed at some length in the preceding section.

This problem of leeway in girls' education at the primary stage can be looked at from another point of view also. This is a wider point of view concerned with measuring the present position with the modified target of bringing all the children in the 6-11 age-group into school by the end of the Third Five-Year Plan. At the end of the Second Five-Year Plan i.e. in 1960-61 the percentage of girls in schools in the age-group 6-11 to their total population was expected to be 40, the corresponding percentage for boys being 86. So far as boys are concerned, States/Administrations like Kerala, Bombay, Madras, West Bengal, Himachal Pradesh, Manipur and Tripura and Laccadive and Minicoy Islands exceeded the Second Plan target of 86 per cent for enrolment by 1957-58. There is every reason to believe that Andhra, Assam, and Punjab will also reach the 86 per cent target by 1960-61. In all States except Bihar, Kashmir, Orissa, Rajasthan, Uttar Pradesh, Andaman and Nicobar Islands, and Pondicherry, the enrolment position of boys has already exceeded the all-India target of 63 per cent of all children, fixed for the 6-11 age-group for the Second Plan period. So far as the education of girls in the 6-11 age group is concerned, no State except Kerala and Delhi has reached the 63 per cent overall target. There is little possibility of States like Bihar, Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, and Himachal Pradesh reaching even the 40 per cent target fixed for girls by 1960-61.

8. The gravamen of all this is quite obvious. In order to achieve the revised target of providing free and compulsory education to all children (boys and girls) in the age-group 6-11 by 1965-66 we shall have to make up during the Third Plan period the deficiency that would remain with regard to the Second Plan target. Let us see what this means in absolute terms. The population of the country (which is estimated at 39.19 crores for 1956-57) is expected to reach the figure of about 43 crores by 1965-66. Taking the female population as 50 per cent of this and the number of children in the age-group of 6 to 11 at 12.5 per cent, we shall have to provide for about 2.69 crores of girls in primary schools by 1965-66. The statistics for 1956-57 showed an enrolment of only 80 lakhs of girls in primary classes. *This means that we shall have to increase the enrolment of the girls in this age-group by 1.89 crores in a period of 9 years i.e. by about 21 lakhs per annum. The magnitude of this task can be imagined from the fact that the increase in the enrolment of girls in primary schools between 1949-50 and 1956-57 has been only of the order of 4.5 lakhs per annum and this has been our best progress during the last hundred years. It is with this implication of the target that we are mainly concerned.*

9. A Great Leeway to be made up—Qualitative Aspect—We have so far discussed the problem of leeway in its quantitative aspect only. But as discussed under the head "Present Position", the qualitative aspect is no less important. It is not possible to measure the leeway to be made up

number of women teachers, and early marriages, though the most important ones are the first two mentioned above.

13. **Educational Facilities**—Finally, we, come to the third and the last condition, the one relating to the provision of necessary educational facilities to the required extent. It is the non-fulfilment of this condition that is another very important factor responsible for the existing backwardness of the primary education of our girls. *It is, however, not only a question of an adequate number of schools but also a question of suitably located and well-equipped and well-run schools towards which children would feel a spontaneous attraction and in which parents would find for their children a happy, healthy and cheerful place where the personality of the child, instead of being stunted, handicapped and frustrated, would grow, develop and get enriched.*

Such then are the obstacles that hinder the progress of the education of our girls even at the primary level. We shall now consider the measures that may be adopted to remove these obstacles.

14. **Measures to promote Girls' Education**—Suggestions received from various sources—A number of measures have been suggested to us with a view to promoting the education of girls at the primary stage. They may be broadly classified under the following heads:

(i) *Providing school facilities where they do not already exist* by opening new schools, bringing schools within easy reach of the children; starting girls sections in boys' schools; starting night schools for children not expected to attend day schools; increasing the teacher-pupil ratio; and encouraging private efforts in the field of education by liberal financial and other help.

(ii) *Improving the existing schooling* by providing for better, more qualified and adequate staff including a larger number of women teachers; appointment of school mothers in mixed schools; better building and educational equipment and along with it a wide choice of subjects, a more flexible, varied, and rich educational programme both within and outside the classroom and including what are commonly called co-curricular activities so as to make the education imparted less bookish and more practical as well as useful.

(iii) *Making education free where it is already not so and granting concessions* in the form of scholarships to poor and meritorious students, free supply of books and stationery and free or subsidised school uniform.

(iv) *Effectively enforcing compulsion* and (v) *Educating public opinion* so as to mitigate social prejudice against women's education and also make the enforcement of compulsion easier. Parent-school cooperation, education of adult women, organisation of enrolment drives, Women's Education Days, Weeks and Rallies and use of Audio-Visual aids are some of the means which have been suggested to help arouse a favourable public opinion in regard to the education of girls.

(vi) *Providing other conveniences and inducements*.—Such as adjustment of school timings and vacation to suit local needs and conditions, free or subsidised mid-day meals, free medical and health facilities for the school children, establishment of creches, special enrolment grants to schools, institution of attendance prizes to students, and rewards to individuals and villages for distinguished work in the field of increasing enrolment in schools.

## SCHOOL FACILITIES:

(ii) *New Schools.*—One of the difficulties in the way of increasing enrolment is the lack of a sufficient number of schools. There are only 2,79,958 primary schools in the country today and these are not enough for the 4.66 crores of children of whom the big majority outside the school lives in villages.

*We are, therefore, of the opinion that whenever new schools are started, the rural region should be given priority consideration. In fact, a definite plan based on a survey should be followed by the Government concerned so that there would be no unnecessary duplication and the distribution of schools would not be lopsided but even. We are aware that the Ministry of Education have undertaken a comprehensive all-India Survey of primary schools, secondary schools and vocational or trade schools. This survey is expected to indicate the proper location of new schools, in areas where no schooling facilities exist at present. It is also expected to give the data on the basis of which universalisation of schooling facilities at the lowest cost would be possible. Such a survey should be of great assistance to the States in planning the opening of new schools and providing facilities where they are most needed, as in rural areas. It is, however, possible that small and scattered habitations in hilly, forest or desert areas or nomadic population may still remain without the necessary schooling facilities. In such cases some other solu-*



tions will have to be devised. *They may take the form of peripatetic teachers, central schools with hostel arrangements and/or transport facilities or some other arrangements feasible in the local situation.*

*We are also of the opinion that in starting new schools the Government should encourage private effort to the fullest possible extent so that more and more schools will be established and enrolment accelerated.*

(iii) *Co-education.*—Another factor having a bearing on the provision of school facilities is concerned with the policy we adopt regarding co-education. Our discussions with educational administrators and authorities with teachers and educators and with parents and social and educational workers have clearly shown that so far as the primary stage of education is concerned there is no opposition at all to co-education on educational grounds. So far as social opinion and attitudes are concerned, they are also in favour of co-education at this stage. The age and the growth of the child are also such as to make co-education at this stage not only un-objectionable but positively desirable. The needs of the child whether it is a boy or a girl, both as an individual as well as a social unit, are also not dissimilar at this stage. This provides an additional argument in favour of co-education at the primary level. So far as financial considerations go, co-education is always a more economical proposition and it becomes virtually unavoidable in a country like ours where a vast part of the population lives in small villages. An analysis of the replies to the questionnaire issued by the Committee showed a unanimous opinion in favour of co-education at the primary stage and we are glad to note that all the State Governments supported it as a policy. The practice prevailing in and the experience of other countries also favour the above view. *We, therefore, recommend that co-education should be adopted at the primary stage as a general policy.*

When, however, we recommend the universal adoption of co-education at the primary stage and refer to the fact that social opinion and attitudes are generally favourable to it, we should not forget that there would still be found a body of opinion in the country, particularly in rural areas and the more tradition-ridden sections of society and in respect of the final classes of the primary stage, which even if it is not opposed to co-education and would reconcile itself to it, would, however, welcome separate schools. This is an example of an old prejudice still lingering. For such cases we make two recommendations: (a) *Separate schools for girls may be permitted as an exception in places where there is a strong public demand for them and the enrolment of girls is large enough to justify their establishment;* (b) *Educative propaganda should be organised in all such areas to remove the existing prejudice against co-education and create a positive opinion in its favour.*

(iv) *Shift System.*—When primary education is made compulsory, educational facilities have to be provided for all children of the school-going age. This will naturally result in more overcrowding in existing schools. *In an over-crowded co-educational school, it is generally the girls who suffer more. It may, therefore, be necessary to adopt a shift system in such cases. We are, however, of the view that this system should be adopted only as a temporary device and under special conditions of emergency. It should be introduced only wherever the enrolment warrants it.*

(vi) *Appointment of Women Teachers.*—As stated earlier, although there is not much objection to the idea of co-education at the primary stage, to the extent to which it still exists it becomes greater if the co-educational schools have only men teachers on their staff. *The appointment of as large a number of women teachers as possible would, therefore, dispel any misgivings parents might have.* We have dealt elsewhere in detail with the question of the appointment of women teachers in primary schools.

(vii) *Part-time Education.*—At the present time, we provide either full-time education or no education at all. In the economic conditions as they exist to-day, girls will have to work either in or for the family and, therefore, the provision of part-time education is indispensable. Even in England, part-time education was permitted in 1870 when the first compulsory law was passed and it could be abolished only as late as 1918 when the economic condition of the people had improved very greatly. In our country, a provision of adequate part-time education alone can bring the children of thousands of poor parents to schools, especially in rural areas.

Such part-time instruction should be provided at such time as may be convenient for the girls in the locality and, if necessary, even night schools may be organised. The duration of the instruction may be even one hour per day. It has to be remembered that for thousands and thousands of girls, it will be either this education or none at all. *We therefore, recommend that the largest possible provision of part-time instruction, suited to the needs of each locality, be made in all parts of the country for all children of poor parents and especially for girls.*

(viii) *Night Schools*.—We have also come across a number of parents who are willing to send their daughters to schools in the evening time when they can be spared. During the day, parents go to work or the girls have to look after the homes where they have to help their parents in their work. *In such cases a good number of night schools should be encouraged in rural areas for the benefit of girls who cannot be expected to attend day schools. These schools when established may be open to boys also.* The day school building could be utilised for the purpose, but with a different set of teachers.

(ix) *Further inducement through provision of mid-day meals*.—Provision of schools facilities by itself will not result in the full enrolment we desire. *Further inducement through the provision of mid-day meals will also have to be offered to influence parents to send their children to schools.* Many countries regard the provision of mid-day meals as a means of encouraging enrolment of pupils in schools. It serves as an incentive to regular attendance of pupils, especially when most of them are poor.

In our country too, during the last few years, provision for the supply of light meals to school children has been made in a few States. This programme, besides being a means of improving the health of school children who are under-nourished or mal-nourished, is intended to lessen the financial burden of poorer parents to some extent and to encourage them to send their children to school. The experience of States like Madras and Kerala is reportedly very encouraging in this regard. It has proved very successful in increasing enrolment and avoiding wastage. Pupils of different communities—boys and girls—sit together and eat together and thus a feeling of brotherhood is infused in their minds, and social prejudices, class distinctions and other barriers are gradually broken down.

*We, therefore, feel that the Central Government should enlarge the scope of this scheme and see that children who are "sickly, weak and hungry" are provided a free meal a day in primary schools. This system should be a permanent feature of the primary school programme. The meals should be supplied free of charge only to such of the pupils as are ascertained to be poor and for whom free supply is necessary and justified. They may not be free of charge for children of well-to-do families.*

We realise that the introduction of such a scheme on a country-wide scale will be a difficult task in the beginning. We are told that provision has been made by different agencies to give free meals to children. The Ministry of Health, has perhaps a scheme for supplying for each child, one glass of milk together with snacks worth one anna to improve the health of school children. Based on the recommendation of the Standing Committee of the Central Advisory Board of Education on Basic Education, some States like Madras and Orissa are using the 'produce' income of Basic schools for providing noon-day meals to children. States like Kashmir, Madras and Mysore have included in their Second Five-Year Plan a scheme for the free supply of mid-day meals for children in elementary schools, the Government of India giving 50 per cent assistance for this. In order to provide meals to school children of scheduled tribes and

We have been impressed by the working of the scheme in Kerala and Madras and on the lines of its working in these two States, have given in Chapter XVII a skeleton scheme which could be operated in other States as well. We are fully convinced that the provision of free mid-day meals in schools will encourage the enrolment of a large number of children.

(x) *Parent-teacher Co-operation.*—In attracting pupils to schools, it would be an advantage if teachers succeed in establishing close contacts with the parents, particularly mothers, of their pupils, regarding the progress of their children. *Heads of schools should convene periodical meetings of the guardians/parents and give them chances of directly coming into contact with the life of the school as a whole.* They should be able to convince parents that school life is really meant to improve their children physically and mentally. Batches of parents may also be encouraged to visit schools occasionally and see for themselves the working of schools.

### Special Recommendations for Girls

17. (i) *Appointment of School Mothers.*—We realise that it may not be possible to appoint the requisite number of women teachers in all schools. Therefore to reassure parents we recommend that *school mothers should be appointed in schools where there are no women teachers.* Their function may be to chaperon girls to school if necessary and generally to look after them while they are there. They may also be entrusted with simple tasks like teaching sewing, personal care and good manners, telling of stories to the children, looking after the school environments etc., thus exerting a healthy influence in the school. It would be best to select elderly women, who are literate and have a good background and give them a short training course, to enable them to understand their duties. This idea of appointing school-mothers was approved by the

Central Advisory Board of Education in their twenty-first meeting and has since been included in the Ministry of Education scheme for Expansion of Girls' Education. We were told that the scheme was very successful in West Bengal in increasing the enrolment of girls. We feel other States would do well to take it up.

(ii) *Special Amenities for Girls.*—It is most important in every co-educational school, that separate lavatory arrangements with the necessary privacy are made for girls. Obvious as it may appear this matter does not always receive the attention it should receive and hence we have felt the necessity to make mention of it.

(iii) *Concessions.*—As we have already stated one of the most serious obstacles in the way of girls being sent to school is the poverty of parents. Even where primary education is free, parents have to provide books, stationery and suitable clothing, the last being particularly essential for girls. We found that opinion was more or less unanimous in favouring concessions to girl students and thereby encouraging them to go to schools, subject, however, to the condition that these concessions should be made available to girls of parents below a certain level of income, irrespective of class or community considerations. We are in general agreement with these views and recommend that *concessions in kind not cash should be given to all girls, rural or urban, of parents having an annual income below a certain level. Such concessions should cover books and stationery, school uniform or clothing and other necessary educational equipment.*

(iv) *Creches.*—As we have already seen, a number of girls are not sent to schools by their parents because they have to look after the younger children while the parents go to work in the fields or other places. In such cases, the girls can attend schools only if there are alternate arrangements for looking after the children. The Committee suggest that the *Government should encourage the opening of more creches for the care of such children.* These creches can be located at Community Centres, *Mahila Samities*, in buildings attached to schools or in other suitable places. Wherever there is a Welfare Extension Project, these creches may be run as part of their project. They may also be managed by voluntary workers.

(v) *Enrolment Drive.*—We have talked to many parents as to the reason for not sending their daughters to school. Many of them for various reasons do not see any use in educating their daughters. We felt that with persuasion and understanding such parents would send their daughters to the nearby schools in spite of all other difficulties. What is required, therefore, is an organised enrolment drive in every village under the guidance of village committees and the heads of schools at the reopening time.

We are of the opinion that in order to intensify the drive and evoke public enthusiasm, *the Government should formulate a scheme for awarding prizes to the village which shows the largest proportional enrolment and average attendance of girls, in each small group of villages—say a block, a taluka, or a tehsil. Rotating shields may also be instituted for the purpose, the village showing the best progress being allowed to win and keep the shield for one year.*

19. On this question of introducing compulsion in the field of primary education, we are of the view that *mere passing of legislation would be of no avail unless suitable conditions for encouraging parents to send their daughters to schools are created. Therefore, our greater emphasis is on the creation of these conditions rather than on equipping the concerned authorities with more penal powers.* We have to remember that legislative compulsion is practicable only against a recalcitrant minority and legislation for compulsory education is no exception to this. The creation of a preparatory ground through the education of public opinion for enforcement of legislative compulsion is very necessary. The various measures referred to above have been suggested for the purpose. *We recognise the great importance of creating a public opinion in the country in favour of women's education and would recommend the adoption of all possible measures for the purpose.* Some of these measures are mentioned below:

(i) *Women's Education Week.*—We recommend organising a Women's Education Week every year because if properly organised it can certainly help in overcoming resistances to the education of women and in increasing the enrolment of girls in schools.

(ii) *Education of Adult Women*.—We have discussed this problem at length in other Chapters. *Here we only recommend organising education programmes among adult women* as they will greatly help in increasing the enrolment of girls. It has been the universal experience that the programmes of social education and of compulsory primary education are really complementary and that the best results are always obtained when the two programmes are worked out together. We have a large illiterate adult population and that illiteracy has to be liquidated at an early date. Similarly, we are also trying to introduce universal compulsory primary education in the age-group of 6-11 by 1965-66. If we try to work out these programmes together, the over-all cost will be reduced and the results would be better and quicker.

(iii) *School Committees and Mahila Mandals*.—We are of the view that an influential School Committee in a village can do much towards stepping up the enrolment of pupils in schools. They will be in a better position to meet parents individually and collectively and persuade them to send their children to school. Once they begin to take a pride in their school, it should be possible to induce the Committee to see to the upkeep of the school and make other improvements. *Such a Committee should include elderly women of the village who would be willing to spare the time and be interested in looking after the needs of the school. The head of the school must always be associated with such Committees*, so that the Committee will directly know the requirements and difficulties of the school. Such Committees should be constituted under the guidance and supervision of the inspecting officials of the school. Similarly *Mahila Mandals* as organised in Social Welfare Project areas can also be of great help in educating public opinion.

20: *Concluding Remarks*.—From the foregoing account it should be more than clear that the problem of bringing all the girls in the country in the age-group 6-11 into the schools within a period of five or six years, is a stupendous one and calls for a concentrated effort on the part of the nation as a whole for its effective solution. It is, therefore, highly necessary that both the Government and the people are awakened to the gravity of the problem and effectively and whole-heartedly co-operate in solving it. That is the only way to take up with success the challenge which this question presents.

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3. This, however, should not be construed to imply any underrating of education at the secondary stage. *If primary education provides the immediate target for educational expansion and middle education provides the next target it is secondary education which provides the ultimate target of educational expansion in the country because with the end of the secondary stage comes the end of the school stage in education.* As an end in itself secondary education has to be self-sufficient and an effective and practical preparation for life to come. Even for training in household and citizenship responsibilities, the completion of secondary education would be a highly desirable though not an unavoidably essential qualification. But for a number of professions including those which have importance for girls such as those of teachers (if not in the primary, at least in the middle stage), nurses, social welfare organisers, stenotypists and other secretarial assistants, secondary education is the minimum qualification required. In assessing the importance of secondary education, we have also to remember that it is the inevitable stepping-stone and hence preparation for University education. Over-domination by the University demands has so far been the great bane of our secondary education and an essential aspect of secondary education reform is to get rid of this over-domination. But we have all the same to be watchful that



the process of reform, which of course has not even begun in the real sense, does not take the pendulum to the opposite extreme, because secondary education is the base on which our standards of higher education are in fact built.

4. Problem Defined—Such being the importance of middle as well as secondary education, the next question that deserves our attention is to define the problem as we see it in both (middle and secondary) these stages of education. What then are the facts of the situation?

#### *Middle Stage:*

So far as middle education or more precisely education of children in the 11–14 age-group is concerned the table given below clearly indicates the present position.

TABLE NO. VI (1)]

*Percentage of school-going children (age-group 11–14)*

State	As on 1-4-1956		As on 1-4-1961 according to Plan	
	Boys	Girls	Boys	Girls
Andhra Pradesh . . . . .	21.7	5.6	27.0	7.6
Assam . . . . .	31.4	10.7	33.8	15.3
Bihar* . . . . .	21.9	2.0	20.9	2.4
Bombay* . . . . .	36.2	12.9	34.0	10.3
Jammu & Kashmir . . . . .	18.3	4.0	30.0	4.8
Kerala . . . . .	41.6	20.2	60.8	33.0
Madhya Pradesh* . . . . .	22.9	3.9	21.8	3.8
Madras . . . . .	30.8	12.3	37.1	15.3
Mysore . . . . .	31.2	10.7	40.2	11.1
Orissa . . . . .	11.4	1.3	18.0	1.8
Punjab* . . . . .	42.3	10.4	47.5	9.1
Rajasthan . . . . .	18.3	2.5	18.3	2.6
Uttar Pradesh . . . . .	23.0	3.3	25.6	3.9
West Bengal . . . . .	35.7	9.8	35.0	11.7
A. N. Islands . . . . .	31.2	8.6	34.0	10.0
Delhi . . . . .	59.2	37.5	66.2	30.8
Himachal Pradesh . . . . .	30.8	5.3	38.2	7.4
L.M. Islands* . . . . .	..	..	..	..
Manipur* . . . . .	41.8	9.6	40.9	13.6
Tripura . . . . .	37.7	9.5	42.3	13.1
N.E.F.A.* . . . . .	1.9	0.3	4.3	0.6
Pondicherry* . . . . .	..	..	39.8	29.3
INDIA . . . . .	28.7	8.5	36.0	10.0

\*Figures appear to show that targets fixed have been achieved in 1956.

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.

to the drop and also to the disparity if considered in absolute and not relative terms, the reason being that during the Second Plan period a greater improvement is expected in the education of the 6-11 age-group as compared to the 11-14 age-group and in boy's education as compared to that of girls only. For example, we find that when target figures for 1960-61 are compared with actuals for 1956-57 almost in every State as well as for India as a whole there would be a larger drop in 1960-61 than there was in 1956-57 from the age-group 6-11 to 11-14 in the percentages of girls in school to their total population. The position regarding absolute disparity between the education of boys and girls also worsens as can be seen from these examples. In Bihar, the worst case of disparity, on 1st April, 1956 the respective percentages of boys and girls in 11-14 age-group to their total population were 21.9 (boys) and 2.0 (girls), the absolute gap between the two being as large as 20. The corresponding gap on 1st April, 1961, however, on the basis of the target figures would be 18.5, the percentage for boys falling to 20.9 and for girls rising to 2.4 only. Even in cases of such advanced States as Bombay, Kerala, Madras, and Mysore the same deteriorating situation (in absolute terms) holds good. Thus the gap between the boys' and girls' percentages in Bombay would widen from 23.3 to 23.7, in Kerala from 21.4 to 27.8, in Madras from 18.5 to 21.8 and in Mysore from 20.5 to 29.1. Even in a predominantly urban area like Delhi, the deterioration would be from 21.7 to 26.5. All this should be an eye-opener to the planners of our country and furnish a proof positive of the gravity and challenging nature of the problem.

5. Secondary Stage—The above assessment of the position of girls, education relates only to the age-group 11-14. When we examine the problem with regard to the age-group 14-17, *vide* table given below.

TABLE NO. VI (2)

Percentage of school-going children—age-group 14-17—1956-57

	Boys	Girls
Andhra Pradesh . . . . .	13.8	2.2
Assam . . . . .	14.0	2.9
Bihar . . . . .	13.5	0.7
Bombay . . . . .	17.4	5.0
Jammu & Kashmir . . . . .	7.8	3.0
Kerala . . . . .	22.9	15.8
Madhya Pradesh . . . . .	6.9	1.1
Madras . . . . .	15.0	4.2
Mysore . . . . .	14.0	3.4
Orissa . . . . .	6.0	0.6
Punjab . . . . .	27.7	4.6
Rajasthan . . . . .	10.3	1.0
Uttar Pradesh . . . . .	17.2	1.7
West Bengal . . . . .	18.0	4.4
A. N. Islands . . . . .	13.7	3.4
Delhi . . . . .	22.4	13.1
Himachal Pradesh . . . . .	16.6	2.4
L.M. Islands . . . . .	..	..
Manipur . . . . .	25.0	3.7
Tripura . . . . .	13.9	4.6
India . . . . .	15.0	13.4

The figures for 1956-57 are as supplied by Ministry of Education in December 1958.